



# MEETING THE EDUCATIONAL NEEDS OF THE NEW CALIFORNIANS



## CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

MARCH 1992

COMMISSION REPORT 92-11

## Summary

In Assembly Concurrent Resolution 128 (Campbell, 1990), the Legislature asked the Commission to give it policy recommendations by March 1992 on ten topics related to education and job training for the State's "new Californians" -- the 1.6 million formerly undocumented aliens who have become legalized residents under the Immigration Reform and Control Act of 1986.

The Commission presents its eight conclusions and six recommendations in the Executive Summary of the report on pages 1-4. It explains the origins of the report in Part Two. In Part Three it describes the implementation of the Immigration Reform and Control Act and particularly of its State Legalization Impact Assistance Grant (SLIAG) program, through which California has received temporary funding to help these new Californians. In Part Four it identifies the major characteristics of these newly legalized residents, and in Part Five it summarizes the education and job training the new Californians have received through California's community colleges, adult schools, and private community-based organizations.

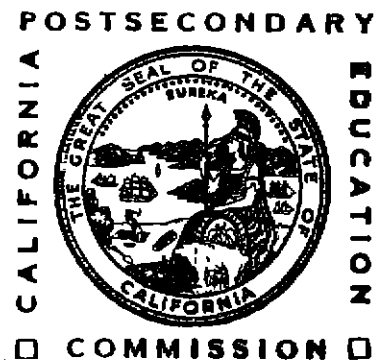
The Commission has been aided in its analysis by a task force of representatives from these educational institutions and organizations as well as the California Department of Education and the Chancellor's Office of the California Community Colleges.

The Commission adopted this report at its meeting of March 30, 1992, on recommendation of its Policy Evaluation Committee. Additional copies of the report may be obtained from the Publications Office of the Commission at (916) 324-4992.

# MEETING THE EDUCATIONAL NEEDS OF THE NEW CALIFORNIANS

*A Report to Governor Wilson  
and the California Legislature  
in Response to Assembly  
Concurrent Resolution 128 (1990)*

**CALIFORNIA POSTSECONDARY EDUCATION COMMISSION**  
1303 J Street • Fifth Floor • Sacramento, California 95814-2938





**COMMISSION REPORT 92-11  
PUBLISHED MARCH 1992**

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CALIFORNIA is home to the largest population of formerly undocumented immigrants in the country -- 1.6 million people. These immigrants, who constitute 5 percent of the State's population and an even larger percentage of its workforce, are the State's "new Californians," because they have recently become legalized residents of the State under the federal Immigration Reform and Control Act of 1986 -- commonly referred to as "IRCA."

California benefits greatly from these new Californians both economically and culturally. Collectively they are an industrious, hard-working group of people who value education and the upward mobility it can offer them. Eighty-nine percent of them are employed, many of them holding more than one job. Most want to work, rather than become a liability to the State's welfare system. Yet many of them will need basic education in order to become upwardly mobile and to be assimilated fully into American society.

The Immigration Reform and Control Act presents a great social and economic challenge to California and other states of the nation with large proportions of newly legalized residents. It essentially transferred the responsibility for the acculturation, education, and economic assimilation of these residents from the federal government to the states, and it has provided only partial, short-term funding for a limited set of educational, health, and social services for them.

As a result, California now finds itself faced with a classic dilemma between short-term versus long-term costs and benefits: either to provide adequate monies in the near future for education and job training to bring these new Californians into its economic mainstream, or else provide inadequate assistance now and then begin subsidizing those who fail to become gainfully employed.

At the request of the California Legislature, the California Postsecondary Education Commission has studied the educational needs of these new residents and the impact that these needs may have on California's educational system. The latter chap-

ters of this report contain the Commission's findings, but the following paragraphs summarize these findings into conclusions and policy recommendations.

## Conclusions

### 1 *Importance of the New Californians*

The new California immigrants are as significant a part of California's population as any other group, and they need to be treated as such. If they are unable to become contributing taxpayers, they and their offspring will be permanent tax receivers.

### 2 *Characteristics of the New Californians*

More than four out of five California residents who have been legalized under the Immigration Reform and Control Act came originally from Mexico, and most of the rest came from Central America. Fewer than 1 percent came from nations where English is the predominant language. More than two-thirds of these new Californians live in the Los Angeles area. More than three-quarters work either full or part-time, with manufacturing, personal services, and agriculture being their most common occupations. And these new Californians are generally healthy, reporting fewer incidents of illness than adult Californians in general.

### 3 *English literacy*

As of February 1990 -- the latest date for which comprehensive data are available -- almost nine out of every ten new Californians scored below the English literacy benchmark established by the State of California for them, and nearly three-quarters scored at a level of English proficiency lower than that needed to meet their basic survival needs and perform routine demands of citizens of the United States. Approximately 85 percent of New Californians presently function below the fifth-grade level.

and one-third are illiterate in their native language. Thus, the 40 to 60 hours of English and civics instruction funded by the federal State Legalization Impact Assistance Grants ("SLIAG") program of the Immigration Reform and Control Act ("IRCA") are only a small down-payment on the English language education needs of this population. Forty hours of instruction equals only one week of class, while linguistic experts say it takes between five and seven years to become fluent in any foreign language.

#### *4 Response to federal funding for education and other services*

The advent of the federally funded program for education and other assistance for newly legalized residents under the Immigration Reform and Control Act came at a time when California was already facing an increased demand for instruction in English as a second language. The federal government has provided more than \$381 million through the State Legalization Impact Assistance Grants program of the Immigration Reform and Control Act ("SLIAG/IRCA") to help schools and colleges in California provide English language and civics instruction for the new Californians. Yet these new residents presented an unexpectedly high demand for English language training and for other educational services. Both public educational institutions and private educational agencies were initially caught unprepared to meet this demand and, in many cases, they were able to provide only the minimum level of English and civics instruction required for citizenship training under the Immigration Reform and Control Act. In addition, California ranks last among the nation's major industrial states in the percentage of SLIAG funding it has devoted to education -- only 8 percent, compared to 71 percent of SLIAG funds in Illinois.

#### *5 Adult education services*

The State's K-12 and community college systems operate adult education programs either separately or jointly in different areas of the State. Besides using the \$381 million in federal funds, they currently receive almost \$530 million a year from the State to help educate the new Californians. With the end of federal funding for this purpose less than two fiscal years away -- and the possibility of it ending during

the current fiscal year -- California must be prepared to assume full funding of this program. Yet with increased enrollment pressures growing over recent years in many communities for adult education in general, and with this enrollment growth "capped" or restricted by the State, the prospects for the continued provision of educational services to new Californians looks unlikely.

#### *6 Job training opportunities*

A variety of employment development opportunities exist for new Californians, and the options will expand for them as soon as the federal five-year prohibition on their accessing federally funded programs expires in 1993. The State's K-12 and community college systems operate three large job training programs throughout the State, and more than three million people annually attend vocational classes, upgrade their job skills, and receive employment counseling and career guidance through these programs. In addition, the California Community Colleges and the State's two public university systems are open to new Californians who choose to prepare for occupations that require a traditional academic degree.

#### *7 Community-based organizations*

Dozens of private agencies have provided English, civic, and job training classes to new Californians as part of the IRCA/SLIAG program. As a group, these organizations have a special place in the provision of services to the State's newly legalized residents because many of them have a long history of such involvement with immigrants. The churches, labor unions, and political action organizations that make up the bulk of these community-based organizations have been involved with helping refugee and immigrant populations assimilate into America for decades. As the federally funded program of assistance to newly legalized residents expires, many of these organizations will continue to work with the new Californians of this report as well as other groups new to California and America at large.

#### *8 Continued data-gathering*

For a variety of reasons, California has only limited statistical information about its immigrant population, the education and other social assistance they

need, and the services they are receiving. Significant study will be required on the services needed by and rendered to new Californians and other immigrants to the State in order to direct resources to them most cost effectively.

## **Recommendations**

### **1. *Government funds for adult education***

Congress and the federal administration should provide the full initially promised levels of funds under the State Legalization Impact Assistance Grants (SLIAG) program. In California, the Governor and Legislature should allocate greater levels of any future federal SLIAG funds to meet the educational needs of this population. When the State again has sufficient financial resources, the Governor and Legislature should provide additional funds to adult education programs and revise the "cap" on increased average daily attendance (ADA) in such a way as to provide resources when needed, while still protecting the State's finances from local districts over-enrolling students in adult classes.

### **2. *Creation of public/private partnerships***

Cooperative relationships should be expanded between local providers of adult education, including community colleges and adult schools, and local Private Industry Councils (PICs) and employers, particularly those who employ large proportions of functionally illiterate adults. These partnerships would build on the respective skills and resources of educators and employers, with educational institutions providing instructors, educational texts and worksheets, a curriculum focused towards the literacy needs of the workplace, and resource guides to other education and job training services. Employers would provide worksite facilities, encouragement for their workers to enroll, and basic educational aids such as pencils, paper, and work-related materials.

### **3. *Solicitation of corporate sponsors and other non-State sources of funds***

Because State funds are likely to continue to be in-

adequate to provide English literacy and basic skills instruction for the new Californians as well as other adult groups, interested public agencies should cooperate with community-based organizations, such as labor unions and political and community service organizations, to solicit private-sector funds for these purposes. Each sector represented in this partnership brings unique skills and perspective to the effort of educating people new to the State. Together they could develop an effective educational plan, focusing on the most pressing adult basic skills and literacy needs of New Californians and similar populations, and then approach federal agencies, large corporations, major in-state and national philanthropic foundations, and other private sources of money for support of this plan. Among these federal programs and private sources are these.

- The National Adult Literacy Act,
- The National Community Services Act,
- The new Carl Perkins Act,
- Chapter 1 (Parent Education Programs) of the Elementary and Secondary Education Act,
- The Coors Foundation, and
- United Way.

### **4. *Consultation with the Farm Workers Services Coordinating Council***

The present providers of adult education and job training services to new Californians should consult with the Governor's Farm Workers Services Coordinating Council, which is charged with submitting policy recommendations on State programs and services for farm workers to the Governor this next November. Many new Californians who are employed in the States' agricultural industry need additional education and employment training. The reservoir of experience gained by California's public and private providers of education should be reflected in the Council's work.

### **5. *Continued study of the new Californians***

The California Department of Education and the Chancellor's Office of the California Community Colleges should collect, to the best of their ability, demographic data and information on the educa-

tional needs and attainments of new Californians as well as other educationally needy groups in California. This study should not focus only on traditional "adult education" needs and attainments but on the broadest long-term education of these adults, making the project a more wide-ranging and pertinent study than on adult education as conventionally conceived.

The reason for this broad scope is that the education of immigrants to California includes not only basic language, citizenship skills, and entry-level job training for new workers, but covers the entire range of knowledge used by adults and all the institutions employed by the State to help adults gain this knowledge. For example, some immigrants arrive in California as highly skilled professionals in fields ranging from agronomy and health care to scientific research and the performing arts. The State should help these new Californians adapt their skills for use here rather than expecting them to abandon their professions. As a result, the study should involve consultation with public education policy planners, community-based education providers, the State's public university systems, its private colleges and universities, and its public and private employment development agencies and organizations in order to lay the groundwork for an effective immigrant educational plan.

#### *6. Ensuring the future of education for California's adults*

Finally -- and most importantly -- the State should reexamine its present structure of educating adults

in order to make it more effective in terms of quantitative measures of improved skills of program participants and more efficient, from cost and service-delivery standpoints, in dealing with the educational needs of the State's changing population. The present State-imposed limits on growth in adult programs, including English as a second language and basic skills classes, have already collided with the reality of significant educational needs for adult education, particularly in English literacy and basic academic skills.

For the foreseeable future, California will continue to receive thousands of immigrants and in-migrants each year from other states and countries. The majority of these new Californians will need some level of transitional educational and employment services in order to become fully participating and contributing members of the State. Without these services, a significant portion of new residents will be unable to compete effectively in the workforce and will end up as the financial responsibility of the State.

This reassessment of California's process of educating adults through courses and programs that consume hundreds of millions of public and private dollars each year will neither be simple nor possible of completion within a short time. Nonetheless, in calling for this reexamination, the Commission hopes that the State will evaluate its myriad efforts to educate adults with an eye toward developing a more efficient and effective network of public and private services that help adults gain the personal and professional skills they need in order to succeed and prosper in California.

# 2

## *Origins of the Report*

### **Background on the Commission's study**

During the 1989-90 Legislative Session, the California Legislature adopted Assembly Concurrent Resolution 128 (Campbell, 1990), which is reproduced as Appendix A to this report. In that Resolution, the Legislature asked the California Postsecondary Education Commission to study the impact of California's newly legalized residents under the federal Immigration Reform and Control Act of 1986 (IRCA) on California's education system

Specifically, the Legislature asked that the Commission conduct this study in consultation with representatives of adult education and community-based education providers and clients -- and then to transmit its policy recommendations by March 1992 on ten topics:

- (1) Easing the transfer of the fiscal burden from the federal funds provided by the State Legalization Impact-Assistance Grant Program to state funds.
- (2) Providing effective educational services as needed for the next five years by the new permanent residents, including, but not limited to, assisting them to become functionally literate and to be able to complete basic skill and job training programs
- (3) Accommodating the increased need and demand for educational services created by legalization applicants, including the revenue limit adjustments for adult education and for community college credit and noncredit courses.
- (4) Accommodating the increased need and demand created by legalization applicants through the effective use of community-based organizations and private career and job training programs.
- (5) Analyzing the effects of phasing out the State Legalization Impact-Assistance Grant funding and identifying the capacity of existing state and privately financed programs to ab-

sorb clients

(6) Analyzing the relationship between funding from the State Legalization Impact-Assistance Grant Program and other federally funded educational services

(7) The identification of strategies that have assisted adult learners to receive information on available education resources.

(8) The effectiveness of existing job training programs in meeting the needs of Immigration Reform and Control Act Populations.

(9) A strategy for completing an evaluation of state education programs, including the community colleges, in providing and promoting basic skills and job training for these populations and the relationship between the training provided and local job market needs.

(10) Reviewing possible strategies for effectively maintaining data on immigrants to California, including the development of a clearing-house

In this report, the Commission responds to Assembly Concurrent Resolution 128 by addressing issues of importance in assimilating new permanent residents of California into the State's employment structure by means of its educational system. It first discusses the history, operation, and scope of the State Legalization Impact Assistance Grant program of the Immigration Reform and Control Act of 1986 ("IRCA/SLIAG") and then updates the budget problems at the State and federal levels that are affecting this program. It then provides the most up-to-date count of the new Californians currently available and presents information on their characteristics, including their age and sex, educational attainment, family status, and work history. It then summarizes facts about the adult education programs in which the new Californians have enrolled, particularly those in basic skills and English as a second language, and about job training opportunities open to them. It ends with observations

about the private-sector community-based organizations that have provided the new Californians with education under the IRCA/SLIAG program.

Throughout the report, the phrase "the new Californians" refers to those newly legalized immigrants living in the State who were legalized under the Immigration Reform and Control Act (IRCA).

### **Previous Commission work on the new Californians**

Through the 1988 Budget Act, the Legislature directed the Postsecondary Education Commission to conduct an initial needs assessment of educational services for eligible legalized immigrants participating in the State Legalization Impact Assistance Grant program of the Immigration Reform and Control Act (IRCA/SLIAG). To conduct that project, the Commission contracted with "California Tomorrow" -- a nonprofit, policy-research organization headquartered in San Francisco, and in March 1989 it published the consultants' report, *Out of the Shadows -- The IRCA/SLIAG Opportunity*.

In its study, California Tomorrow found that the SLIAG state grant program raised several major issues for California

- First, the State had very limited time in which to develop a strategy for providing the required health and educational services to an unknown number of eligible legalized immigrants who would seek to satisfy the requirements to qualify for permanent residency
- Second, coordination of health and educational services proved difficult, as it required the cooperation of several major State agencies under severe time pressures and fiscal constraints
- Third, the State had to develop and implement these services for its eligible legalized immigrants with little information about the nature of their educational needs or the federal requirements for such services -- and their educational needs have proven far greater than originally estimated, while the federal government's limits on educational reimbursement have proven inadequate in terms of these needs.

- Fourth and finally, in planning and establishing educational services to serve this population, State officials viewed the SLIAG state-grant program as a one-time short-term initiative, rather than using it as the start of a long-term strategy to assist newly legalized immigrants achieve literacy and employability

One of the main findings of California Tomorrow's study was that at the time the IRCA/SLIAG program was initiated, California was already facing increased demands for instruction in English as a second language. In its report, California Tomorrow discussed the problem of trying to assess the adequacy of the educational services available to the new Californians as they tried to meet the permanent residency requirement of IRCA. Finally, California Tomorrow provided important initial data on the enormity of the educational needs of the legalized immigrant population, and it made a number of recommendations for meeting those needs. A copy of the executive summary of *Out of the Shadows*, including those recommendations, appears as Appendix B to this current report.

In June 1991, the Commission published its first report in response to Assembly Concurrent Resolution 128 -- *Funding the Essential Education of California's Newly Legalized Immigrants*. In that paper, the Commission discussed the most pressing issue at that time: Should the Legislature devote a larger portion of federal SLIAG funds then available for California to education than the Governor proposed in his budget for 1991-92. The Commission also offered background in that report on the operation of the federal IRCA/SLIAG program, its funding methodology, and its implementation in California as well as information on funding levels in the State for each of the three program categories funded by SLIAG -- education, public health, and public assistance.

### **Assistance of the ACR 128 task force**

Assembly Concurrent Resolution 128 called for the Commission to consult on the study with a task force of representatives from various organizations involved in amnesty education and assimilation, including the Department of Education, the Chancel-



lor's Office of the California Community Colleges, State agencies involved in employment training, local schools, colleges, and community-based organizations that have offered educational services to newly legalized immigrants, and immigrants themselves.

The task force has consisted of these individuals

- Saeed Ali, Program Coordinator  
Amnesty Education, Chancellor's Office  
California Community Colleges
- Raoul Aroz, Chief Administrative Officer  
Catholic Charities of Los Angeles, Inc.
- Martin Bautista, Student, Glendale
- Angel Islas, Student, Sacramento
- Pablo Jimenez, Student, Oceanside
- Ann Kuhns, Minority Fiscal Consultant  
for Health and Welfare, California Senate
- Tom Lee, Manager  
Immigration Reform and Control Act Program  
California Department of Social Services
- George D. Lopez, Director  
Service Employment Redevelopment  
San Diego County
- Robert Marr, Senior Planner  
State Employment Development Department
- Jose Michel, Educational Standards  
and Evaluation, Chancellor's Office  
California Community Colleges
- Jose Quintanar, Project Director  
Glendale Community College
- John Schaeffer, Director  
Amnesty Education Office  
Department of Education
- Sylvia Ramirez, Consultant  
California Department of Education
- Domingo A. Rodriguez, Coordinator  
Adult ESL/Amnesty and Citizenship Programs  
Los Angeles Unified School District
- Gary Tom, Assistant Director  
Instructional Services  
San Francisco Community Colleges
- Rodrigo Torres, Conference for Integral and Vital  
Instruction (CIVIC), Sacramento

- Salvador Villasenor  
Assistant Legislative Representative  
Governmental Affairs Office  
California Department of Education
- Maria Theresa Viramontes  
District Office Representative for  
Assembly Member Bob Campbell, Richmond
- Phil Zacharion, Project Coordinator  
Fremont Adult School, Sacramento

The task force held three meetings during the course of the study, and Appendix C summarizes those conversations. Briefly, the focus of its first meeting in Sacramento late in June 1991 was the lack of detailed data on legalized immigrants, particularly in the areas of education and employment

In its second meeting in Los Angeles in July 1991, the task force heard testimony from representatives of public institutions and private agencies that provide education under the IRCA/SLIAG program. These speakers discussed changes they would like to see in the administration of the SLIAG-funded program, as well as ideas for reshaping education for the new Californians when the IRCA/SLIAG program ends. The overwhelming majority of participants advocated increased resources and less bureaucracy in order for them to fully assist legalized immigrants in the assimilation process

During its third and final meeting in Sacramento on February 5, 1992, the task force offered numerous suggestions about the policy recommendations to be included in this report. While the six recommendations on pages 3 and 4 above are not specifically linked one by one to each of the ten topics listed in Assembly Concurrent Resolution 128, both the task force and the Commission believe that they cover all ten topics.

The Commission is grateful to the members of the task force for their significant assistance on the study.

### Constraints on the study

Despite the best efforts of the Commission and the agencies represented on the task force, this report lacks much key information on the educational services provided to the new Californians and, as a re-

sult, it lacks detailed and specific policy recommendations for maintaining and expanding those services. Insufficient information exists on the size and scope of the State's adult education programs, classes attended by the new Californians, and State funding and operation of these programs for the Commission to evaluate them adequately

Nonetheless, the Commission hopes that this report will help increase the State's capacity to make available for all new Californians the education and training they need in order to realize their full potential as California's newest permanent residents and as citizens of the United States

### 3 *Development of the IRCA/SLIAG Program*

IMMIGRATION into the United States, both documented and undocumented, has been a controversial and highly charged issue for many decades, particularly as the demographics of immigration has changed. As Georges Vernez, co-director of the RAND Corporation's Program for Research on Immigration Policy, has noted (Bean, Vernez, and Keely, 1989, p. 3):

Besides an increasing number of legal immigrants and refugees, an increasingly greater number of undocumented immigrants have entered and remained in the country. Further, more and more of these immigrants have come from Mexico, Central America, and Asia, and fewer from Europe, the traditional place of origin. These changes have led to an ongoing reassessment of U.S. immigration and refugee policies.

The debate on undocumented immigration into the United States has many facets, and the arguments for and against run the gamut from patriotism to practicality. Among them:

- Some people feel that the United States is the only major country in the world that has completely lost control of its border and should aggressively cut off all illegal entry into the country in order to protect its integrity and also limit competition for increasingly sparse employment opportunities for lower-skilled workers.
- Another perspective says that such attitudes have more to do with bias than national security and argues that whenever great economic disparities exist among nations, as they do between the northern and central countries of the Americas, people always have migrated -- and always will migrate -- towards opportunity, irrespective of international borders.
- Many employers have feared that efforts to close off the United States' southern border would dry up their main source of inexpensive labor, a fear especially strong in California's large agricultural and garment manufacturing industries, along

with domestic services and other employers of low-skilled persons.

In an attempt to develop long-term immigration policy, Congress convened a blue-ribbon Select Committee on Immigration and Refugee Policy in 1980. In 1981, it submitted its final report to President Reagan recommending comprehensive change in the country's immigration law. After nearly six years of consideration, Congress incorporated many of its recommendations in the Immigration Reform and Control Act of 1986 (Public Law 99-603), which President Reagan signed into law on November 6, 1986.

The Immigration Reform and Control Act -- commonly referred to as "IRCA" -- focused chiefly on the reduction of undocumented immigration into the United States. It contained provisions for employer sanctions to discourage hiring undocumented workers and it authorized increased resources for border control by the Border Patrol of the Immigration and Naturalization Service. To take into account those millions of resident immigrants who had entered the United States illegally in the past, IRCA established a "legalization program" for those undocumented immigrants who had continuously resided in the country since 1982, and it contained provisions to protect agriculture, among them the "special agricultural workers" program. Finally, it included anti-discrimination provisions to prohibit discrimination on the basis of ethnicity or national origin.

Specifically, the law grants legal status to two groups of immigrants:

- First, those who can prove they have resided continuously in the United States prior to January 1, 1982 -- commonly termed "pre-82's" by specialists on the topic.
- And second, undocumented agricultural workers who had worked in agricultural jobs for at least 90 days between May 1985 and May 1986 -- known as "special agricultural workers" or "SAWs."

From the date they apply for legal status or amnesty, these "eligible legalized immigrants" have a total of 30 months to complete the requirements for adjusting their status to "permanent resident alien." Failure to fulfill these requirements makes them subject to deportation.

Section 204 of IRCA established the State Legalization Impact Assistance Grant (SLIAG) program to help the most hard-hit or "impacted" of the 50 states financially in ensuring that basic health, welfare, and education services would be available for their newly legalized residents, including English and civics education that they need to become permanent residents and apply for citizenship. Under SLIAG, the federal government would reimburse the most affected states (including qualified private-sector providers of education) for the costs of providing public assistance, public health, and education to their applicants for amnesty.

Congress included the SLIAG program in IRCA as a last-minute compromise by a House/Senate conference Committee to resolve conflicts over the amount of money to be made available for allocation to the states for IRCA-related expenses and over whether the reimbursements would be handled as an unrestricted block-grant program or as a categorical cost reimbursement program. SLIAG was designed to address the concerns of states like California, Arizona, and Texas that the thousands of residents covered under the program would overwhelm their ability to provide needed services. Politically, SLIAG was a critical piece of the delicate balance of compromise that is IRCA, particularly because IRCA bars newly legalized residents from almost all federally funded programs for a full five years after their legalization applications are approved -- leaving them dependent on state resources. While SLIAG was intended to meet at least some of the financial concerns of the states, it was also aimed at ensuring that needed social and educational services would be available to the newly legalized residents -- something that supporters of the legalized residents strongly advocated.

In 1989, Congress modified Section 204 of IRCA slightly by passing the Immigration Nursing Relief Act of 1989 (Public Law 101-238), which authorized limited use of SLIAG funds for outreach and educational services to temporary residents related to the anti-discrimination provisions in IRCA.

## **Funding for the SLIAG program**

The SLIAG program is administered at the federal level by the U. S. Department of Health and Human Services in its Division of State Legalization Assistance of the Office of Refugee Resettlement. Under its regulations, each state was to choose one designated state-level agency to report to the federal government -- often referred to as the "Single Point of Contact" (SPOC) system. The SPOC state agency coordinates the allocation of SLIAG monies to local service providers, the collection of documentation of SLIAG-reimbursable costs, and the submittal of that state's claims for reimbursement to Health and Human Services.

In California, the State's Health and Welfare Agency is the designated federal contact agency. The Health and Welfare Agency works with the California Department of Education in administering educational services provided under SLIAG. The Department of Education contracts with local school districts' adult education programs, local community colleges, qualifying nonprofit organizations, and other public and private service providers for services covered under the IRCA/SLIAG program. The Chancellor's Office of the California Community Colleges provides programmatic and technical assistance to the Department of Education for community colleges participating in this program.

A continuing point of dispute between the states and the federal government centers around what proportion of IRCA-generated costs the SLIAG program was intended to cover. Many states and localities complain, quite naturally from their standpoint, that SLIAG funds should cover practically all of the costs associated by IRCA, especially since immigration is a federal policy matter. In contrast, federal officials take the position that SLIAG was never intended to be a "hold harmless" financing program and that the states already were providing some levels of services for their non-documented residents before IRCA and will have to continue after the sunset of SLIAG.

This dispute is heightened by the ongoing federal budget deficit and its accompanying pressure on Congress and the Administration to reduce expenditures as much as possible in all program areas. Also adding to confusion over the proper funding levels for the SLIAG program has been the delays that have accompanied the IRCA program from the

outset. Because of compromise language in IRCA to resolve questions about the control of expenditures of federal funds, the federal Department of Health and Human Services had to quickly construct a much more rigorous administrative structure than had been initially anticipated. Since the Department was late in publishing the SLIAG regulations, those state agencies responsible for running the program did not have the information needed to prepare their individual implementation strategies. Other problems plagued the IRCA/SLIAG program from the outset, as documented in a RAND Corporation report (Liu, 1991):

- States were slow in developing their own operating instructions and administrative structures in part because SLIAG required extensive coordination (from a funding point of view) between the traditionally separate public health, education and public assistance services at the state and local levels;
- The delays in implementing the program at the state and federal level hindered local providers in serving the population of eligible legalized immigrants. These providers needed guidance from the government on service delivery and proper reimbursement (cost documentation) procedures. Some local providers of services remained unsure for the first three years of the program about exactly what services they were entitled to render to persons covered by IRCA/SLIAG.
- The Department of Health and Human Services had imposed unusually complicated requirements on states and localities in defining service programs and documenting costs. Many services ordinarily classified as public health were defined by the Department as public assistance programs. In California these reclassified health services include such traditional public health programs as Medi-Cal, Medically Indigent Adult Services, Primary Care Clinics, and the County Medical Service Program.
- Service providers had to establish new client eligibility verification and financial accounting procedures in order to substantiate their cost claims for those health programs listed as public assistance. Traditional public assistance programs such as Food Stamps and Aid for Families with Dependent Children were already accustomed to the stricter public assistance guidelines. Howev-

er, those services usually classified as public health were often provided without close scrutiny of the clients' eligibility, something that had to change for SLIAG eligibility.

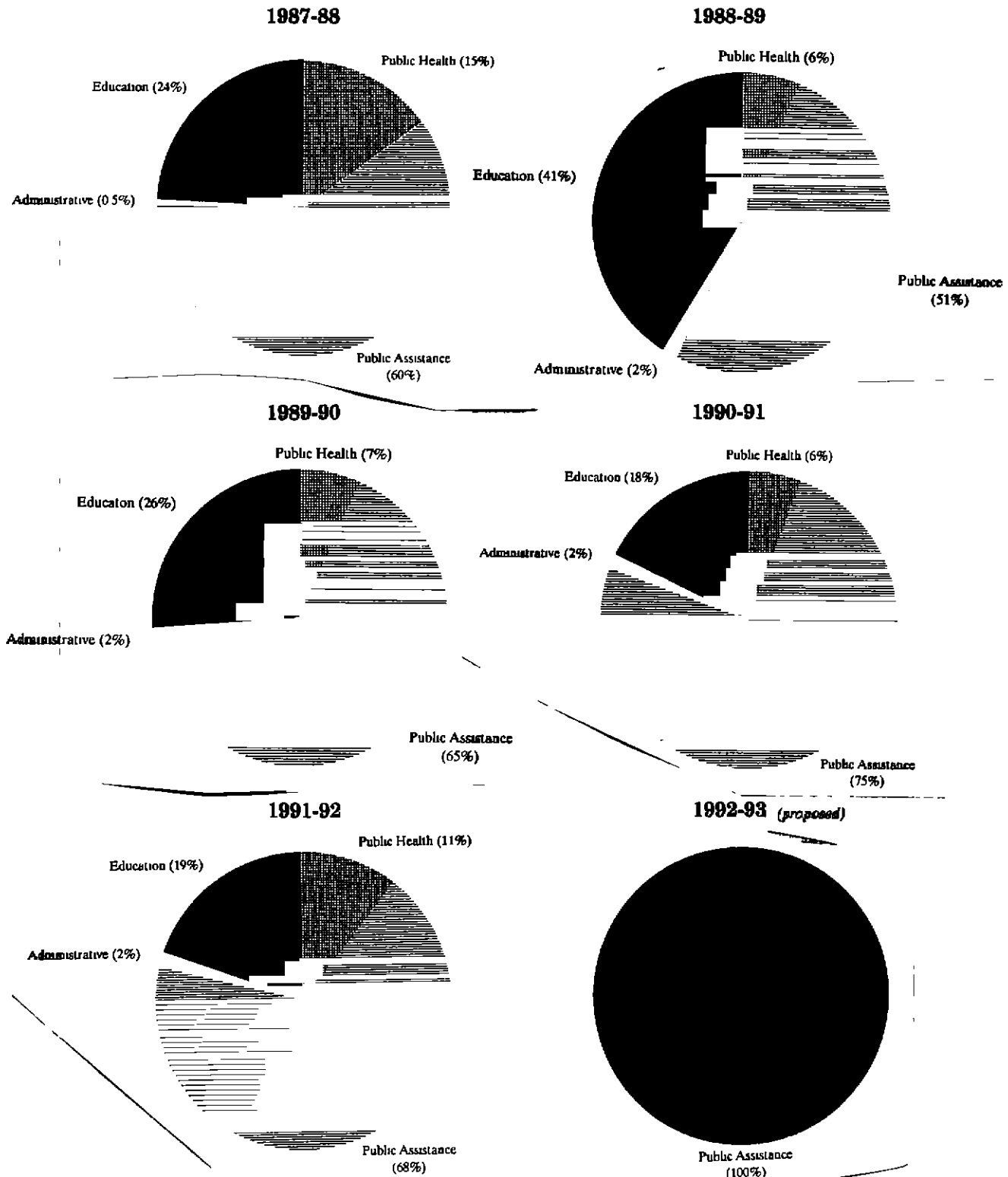
As a result of these delays, the states were unable to submit correctly documented claims for reimbursement from SLIAG in the early years of the program.

Because most state's legalization programs were slow to start up and then slow to submit claims for reimbursement of the SLIAG-related costs that they incurred, Congress and the Administration developed the impression that all of the SLIAG monies initially set aside were not needed and that the annual appropriations could be reduced. Congress initially agreed to make \$4 billion in SLIAG monies available over the five-year life of the program (federal fiscal year 1987-88 through 1991-92). However, after seeing the large end-of-the-year surpluses in the account, Congress redirected some of the SLIAG funds to other needy projects and cut the initial \$4 billion promised for the program down to less than \$3 billion with little likelihood of future appropriations.

Congress was sympathetic enough to the logistical problems the states faced in developing legalization programs and in meeting the cost documentation requirements of the federal government that it agreed the states could submit qualifying claims for a time period of up to two years after the termination of the SLIAG program. But the ongoing issue of what level of funding Congress should annually appropriate to the SLIAG program has been of particular concern to states like California where most all amnesty applicants reside.

In California, the limited SLIAG funds available for its new Californians has been inadequate to meet their needs for public assistance, public health, and education, and the State has had to choose among these priorities. Display 1 on pages 12-13 shows by pie charts and then numbers the levels of SLIAG funding in California by these program areas over the last five years. As can be seen, the State has devoted most of its SLIAG funds to public assistance and least to public health, with education falling in between them. Early in the program, the State revamped its initial SLIAG allocation plan in order to provide more funding for adult education courses in English as a second language, since the demand for those courses was far greater than initially envi-

**DISPLAY 1 State Legalization Impact Assistance Grant (SLIAG) Program Funding for California and Percentages of Total SLIAG Funding by Program Area for Fiscal Years 1987-88 Through 1992-93 (Amounts in Thousands of Dollars)**



**DISPLAY 1 (continued)**

<b>SLIAG</b>						
<b>Funding by Category</b>	<b>1987-88</b>	<b>1988-89</b>	<b>1989-90</b>	<b>1990-91</b>	<b>1991-92</b>	<b>1992-93</b>
Public Health Programs	\$21,361	\$20,600	\$26,025	\$30,138	\$30,826	\$0
Public Assistance Programs	85,700	170,833	260,952	399,141	195,230	217,686
Education Programs	34,200	137,697	104,403	93,415	55,020	0
Totals, Local Assistance	\$141,261	\$329,130	\$391,380	\$522,694	\$281,076	\$217,686
Administrative Costs	605	5,679	9,028	8,942	5,253	0
Total Funding	\$141,866	\$334,809	\$400,408	\$531,636	\$286,329	\$217,686
Annual Percent Change:	--	57.6 %	16.4 %	24.7 %	-85.7 %	-31.5

<b>Percentages of SLIAG Funds, by Category</b>	<b>1987-88</b>	<b>1988-89</b>	<b>1989-90</b>	<b>1990-91</b>	<b>1991-92</b>	<b>1992-93</b>	<b>Average Percent</b>
Public Health Programs	15.1 %	6.2 %	6.5 %	5.7 %	10.8 %	0.0	8.8 %
Public Assistance Programs	60.4	51.0	65.2	75.1	68.2	100.0	64.8
Education Programs	24.1	41.1	26.1	17.6	19.2	0.0	25.6
Administrative Costs	0.4	1.7	2.3	1.7	1.8	0.0	1.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

**Notes and Explanations:**

- Public Health Programs:** Mostly Local programs that provide public health services to newly legalized persons; they include: immunizations, disease control, family planning, mental health, perinatal, family life, child health, and other non-specified services.
- Public Assistance Programs:** County welfare services for needy newly legalized persons, including Medi-Cal-excluded county health services for indigent persons, they include General Assistance, Aid for Families with Dependent Children (AFDC), Supplemental Security Income/State Supplementary Program (SSI/SSP), food stamps, foster care, Medically Indigent Services Program-Legalized Indigent Medical Assistance (MISC-LIMA), primary care clinics, MEDI-CAL, In-Home Support Services, California Children's Services (CCS), Mental Health, and Housing and Community Development (HCD).
- Education Programs:** Educational services provided to adults and children that are required for them to attain, permanent residency status, under IRCA. These subjects covered are mainly citizenship, history, and English-as-a-Second-Language, providers are K-12 school districts, community colleges, and community-based organizations, these services include Adult Education K-12 Supplemental services for children, and Anti-Discrimination education for employers, provided by Health and Welfare (H&W), Employment Development (EDD), and Fair Employment and Housing.
- Local Assistance:** Funds that go directly to the providers of SLIAG-funded services, they exclude all State administrative and overhead costs.
- Administrative Costs:** State administrative costs for the implementation and operation of the IRCA program, agencies funded include: H&W, HCD, the departments of Health Services, Education, Social Services, Mental Health and the Auditor General.

The information for the 1991-92 and 1992-93 fiscal years are estimates, as reported in the proposed 1992-93 Governor's Budget.

Sources: Governor's Budgets for the State of California for fiscal years 1989-90 through 1992-93

sioned. Nonetheless, by the end of the 1990-91 fiscal year, California had spent more than 75 percent of its SLIAG monies on public assistance and public health services for new Californians rather than education. Increases in SLIAG funds committed to many of these public assistance and health programs were accompanied by decreases in State General Fund support for these programs.

An excerpt from the *Education Transition Plan for State Legalization Impact Grant Funds* by the California Department of Education (SDE) notes the consequences of the State's allocation plan as follows (1990, p. 12):

California was originally allocated \$1.7 billion in SLIAG funds which has been scheduled over a five-year period. Of this total allocation, \$354 million was designated for education. SDE convinced the Legislature to raise the allocation for education from an initial low of 10 percent to the current 21 percent, still a comparatively small share of California's total allocation. For example, Illinois spends 71 percent of its SLIAG dollars on education. In fact, of the five states most impacted by amnesty students, California, the most impacted, ranks next to the last in spending for education. Another way to look at the low allocation for education in California is that \$254 million translates into approximately \$221 per student, or about 45 hours of education per student over the entire seven-year eligibility period. That 45 hours of education per student should be contrasted with the 450 hours per student SDE maintains is required for literacy and citizenship training.

#### **Distribution of SLIAG funds**

The federal Department of Health and Human Services uses several complex methodologies to determine the states' SLIAG-reimbursable costs, including statistically valid sampling and its computer-based matching system known as the "Cost Documentation System." To calculate costs of public health programs, it uses a ratio of eligible legalized immigrants to the total population served, while for public assistance and education services it also uses headcounts.

All California service providers eligible under the program submit their reimbursement claims to the State Health and Welfare Agency, which then forwards them to the federal Department of Health and Human Services. The federal government does not provide states with SLIAG funds at the time the states incur eligible costs; instead, each state draws down SLIAG funds against their previous SLIAG allotments at the time the federal Department pays its claims for previously incurred SLIAG-related costs. This means that a significant lag develops between the time that local providers incur the costs, when the state receives and reviews the providers' claims, and when the federal government reviews the claims and reimburses the states. Thus, cumulative SLIAG outlays will always be lower than the cumulative amount of state SLIAG-related costs that had been incurred as of a given point in time.

Federal funds for the SLIAG program are to be used for reimbursements for qualified services rendered in the five federal fiscal years 1987-88 through 1991-92, but this money is available to be claimed for seven fiscal years after the enactment of the law. Thus, Health and Welfare must submit all claims for qualified reimbursements under the program to the federal Department of Health and Human Services by the end of the 1993-94 federal fiscal year.

In sum, the straightforward, unrestricted block grants program initially envisioned by the states evolved into the very complex categorical cost reimbursement program of SLIAG. Bureaucratic delays in setting up programs at the federal level led to delays in states claiming reimbursement funds, which led to Congress and the Administration cutting back on funding for the program. And California made a policy decision to provide public assistance rather than education with SLIAG funds as its chief priority.

#### **California's educational plan and services**

In California, the State education plan for SLIAG was initially developed without knowing the numbers of eligible legalized immigrants who would seek educational services nor the final regulations



from the Immigration and Naturalization Service regarding the requirements for eligible legalized immigrants to become permanent residents. It was not until November of 1987 that the Immigration and Naturalization Service published interim final regulations which set minimum education requirements for the "pre-82" applicants at 40 hours of instruction in a 60-hour course, with training required in language proficiency (Special agricultural workers do not have to fulfill this educational requirement because they are not expected to apply for citizenship).

In Spring 1988, the California State Department of Education and the Chancellor's Office of the California Community Colleges developed a separate education plan under the State grant program that described the need for classes for eligible legalized immigrants in civics and in English as a second language. That plan called for these educational services to be provided by three types of educational service providers: (1) adult schools, (2) community colleges, and (3) community-based organizations.

California's Health and Welfare Agency estimated that over 600,000 newly legalized persons had enrolled in California's SLIAG-funded educational programs by March 1989, but it found that their level of English fluency has been not only low in comparison to the California workforce at large but lower than the federal reimbursement limit of \$500 per student had assumed. A statewide survey of newly legalized Californians by the San Diego-based Comprehensive Adult Student Assessment System (CASAS) indicated that over three-fourths of these new Californians scored below the minimal functional level of English (roughly equal to the fifth or sixth grade of school) and that many of the enrollees would benefit from educational services beyond the 60-hour education requirement. For example, it found that 29 percent of those immigrants who had lived in the United States since 1982 were still enrolled after 100 hours of instruction, as were 41 percent of the enrolled agricultural workers eligible for participation -- and that the majority of these enrollees were continuing to participate in classes of English as a second language.

In developing its own priorities for the use of SLIAG funds, California also restricted the use of those funds. One example is the State's decision to provide SLIAG funding for a maximum of only 40 hours of instruction in civics and English as a second lan-

guage for eligible legalized immigrants, even though federal IRCA regulations stipulate that 40 hours of English and civics instruction is a minimum requirement for permanent residency and permit SLIAG funds to pay for up to 60 hours of this instruction.

Among SLIAG-funded providers of educational services to the new Californian are K-12 adult schools, community colleges, and community-based organizations such as churches and labor unions. Among these three, California's adult schools have been providing over half of the instruction for these enrollees, with community-based organizations offering about 34 percent and community colleges supplying only 16 percent.

### **Related government programs**

Besides SLIAG, two federal programs and one State program either currently serve or will serve California's newly legalized immigrants.

#### *The federal Adult Education Act*

This federal program provides service for educationally disadvantaged adults. The Act requires that funds be set aside for workplace literacy programs and programs for adults with limited English proficiency. In 1988, the Act was amended to place greater emphasis on adult literacy, including the provision of services to migrant farm workers and immigrants, and training adult literacy volunteers. These amendments made available additional funds to support English literacy programs through community-based organizations. These organizations include churches, labor unions, immigrant advocacy organizations, and other private providers of the educational services needed by eligible legalized immigrants.

Community-based groups with historical ties to this immigrant community have provided substantial educational services to persons who probably would not otherwise have accessed public K-12 or community college adult education programs. Though substantial data are not available on this sector, approximately \$600,000 in funding was provided to these organizations for SLIAG-funded education in the 1989-90 fiscal year.

### *Job Training Partnership Act*

This federal law provides the nation's primary program for employment and training efforts. Basic educational skills and remedial instruction for older youth and adults are a part of the program, but this instruction is not required and funds are limited for it

### *Greater Avenues for Independence (GAIN)*

The GAIN program was established under Califor-

nia law in 1985 and is a major employment training program for California's recipients of public assistance. It is intended to ensure that public assistance recipients can and do compete in the job market. Students are assessed to determine their level of basic literacy, and they receive remedial education if their assessment reveals this need

Though not currently eligible for the GAIN program, amnesty applicants may become eligible at the end of the SLIAG-funded program in June 1992 if they are on public assistance at that time

# 4 *Characteristics of the New Californians*

## The new Californians in national context

According to the U.S. Immigration and Naturalization Service, over three million people nationwide have applied for legal residence status under the Immigration Reform and Control Act of 1986, most of them in the five states that have been most affected by the legalization effort -- California, Texas, Illinois, New York, and Florida, in that order. Of these three million applicants, approximately 55 percent -- or some 1.6 million -- reside in California. Display 2 at the right shows the distribution of these applicants among the 20 most impacted states as of Spring 1991. The 2,941,180 applicants in those states constituted 96.9 percent of all applicants in the country as of that date.

As noted earlier in this report, IRCA divides these 1.6 million prospective citizens into two categories. (1) those aliens who had continuously resided in the United States since January 1, 1982 ("Pre-82's"), and (2) those aliens who had been engaged in certain types of agricultural work for 90 days prior to May 1, 1986 (special agricultural workers, or "SAWs"). Information from the Statistics Division of the United States Immigration and Naturalization Service shows that, as of May, 1991, a total of 1.63 million people had applied for legalization in California, with 956,975 of them applying as Pre-82's and 672,429 as SAWs. Display 3 on the following page shows the number of applications that have either been granted, denied, are still pending, or have been closed in each of the 20 most impacted states, first among the "Pre-82s" and then among the special agricultural workers ("SAWs").

### California's "Pre-82s" and special agricultural workers

*"Pre-82s" -- Those who have resided in the United States continually since January 1, 1982*

As page 18 shows, almost 54 percent of the coun-

**DISPLAY 2** *Legalization Applicants Under the Immigration Reform and Control Act (IRCA) in the 20 Most Impacted States, Spring 1991.*

State	Number of Applicants
Arizona	82,774
California	1,629,404
Colorado	22,298
Florida	155,964
Georgia	23,812
Idaho	10,153
Illinois	159,859
Maryland	12,312
Massachusetts	17,760
Nevada	19,380
New Jersey	45,142
New Mexico	27,989
New York	170,877
North Carolina	17,292
Oklahoma	10,962
Oregon	27,508
Puerto Rico	9,414
Texas	441,782
Virginia	19,417
Washington	37,083
Total 20 States	2,941,180
Total United States	3,035,171

Source: Statistics Division, Immigration and Naturalization Service, May 12, 1991.

try's Pre-82 legalization applications as of Spring 1991 had been filed in California, and almost 55 percent of the 1½ million legalization requests that have been granted have been granted in California. The overall ratio of legalization applications granted to those denied is 18/1 (5.6 percent rejected) in the U.S. and almost 21/1 (4.8 percent rejected) in California. Most of those cases listed here as denied are being appealed and a final outcome is still pending, thus, these ratios will change over time. Those

**DISPLAY 3** *Legalization Applicants Under the Immigration Reform and Control Act (IRCA) in the 20 Most Impacted States, Spring 1991, by Type and Status of Application*

**Applicants Who have Resided in the United States Continually Since January 1, 1982 ("Pre-82s")**

<u>Location</u>	<u>Total</u>	<u>Granted</u>	<u>Denied</u>	<u>Closed</u>	<u>Pending</u>
<i>United States</i>	<i>1,760,943</i>	<i>1,654,345</i>	<i>92,405</i>	<i>4,969</i>	<i>9,224</i>
Arizona	29,221	27,300	1,701	116	104
California	956,975	905,421	43,689	3,328	4,537
Colorado	10,314	9,436	810	28	40
Florida	50,192	47,429	2,496	54	213
Georgia	7,187	6,652	460	9	66
Idaho	2,167	2,080	75	7	5
Illinois	121,233	113,899	6,844	118	372
Maryland	8,693	8,045	564	37	47
Massachusetts	9,677	9,096	444	22	115
Nevada	11,029	10,272	646	42	69
New Jersey	29,140	27,073	1,798	51	218
New Mexico	16,298	14,927	1,217	50	104
New York	118,526	109,431	8,171	272	652
North Carolina	2,869	2,706	140	5	18
Oklahoma	6,888	6,494	363	18	13
Oregon	4,170	3,987	149	9	25
Puerto Rico	3,907	3,684	180	29	36
Texas	308,905	287,069	19,028	631	2,177
Virginia	10,195	9,499	631	12	53
Washington	9,781	9,318	387	27	49

**Special Agricultural Workers ("SAWs")**

<u>Location</u>	<u>Total</u>	<u>Granted</u>	<u>Denied</u>	<u>Closed</u>	<u>Pending</u>
<i>United States</i>	<i>1,274,228</i>	<i>920,742</i>	<i>67,473</i>	<i>1,214</i>	<i>284,799</i>
Arizona	53,553	30,090	2,240	31	21,192
California	672,429	447,345	23,716	200	201,168
Colorado	11,984	7,761	3,255	17	951
Florida	105,772	87,927	2,052	56	15,737
Georgia	16,625	13,869	476	19	2,261
Idaho	7,986	6,696	865	12	413
Illinois	38,626	30,786	4,139	147	3,554
Maryland	3,617	2,861	372	19	365
Massachusetts	8,083	6,007	392	8	1,676
Nevada	8,351	5,427	222	7	2,695
New Jersey	16,002	11,738	2,338	24	1,902
New Mexico	11,691	10,409	342	19	921
New York	52,351	35,316	11,258	86	5,691
North Carolina	14,423	12,928	611	9	875
Oklahoma	4,074	3,658	139	7	270
Oregon	23,338	19,293	1,626	44	2,375
Puerto Rico	5,507	4,485	362	20	640
Texas	132,877	113,777	5,163	214	13,723
Virginia	9,222	7,590	914	67	651
Washington	27,302	22,921	2,057	119	2,205

Source: Statistics Division, Immigration and Naturalization Service, May 12, 1991

cases listed as closed were amnesty applications that were withdrawn or terminated for some other reason, such as the death of the applicant

### *Special Agricultural Workers (SAWs)*

California accounts for just under 53 percent of the nation's special agricultural worker applicants (SAWs). The ratio of granted-to-denied applications shows almost 19 applications have been approved for every one that is denied. Substantially more SAW applications are pending resolution in California and the nation at large than Pre-82 applications. Whereas only 9,224 of California's more than 1½ million Pre-82 applications are currently pending before the INS, 284,799 of the 1½ million SAW amnesty applications have yet to be resolved.

After California, the next largest population of SAWs -- 132,877 -- is located in Texas. Another large agricultural state -- Florida -- has the third largest concentration of special agricultural workers (105,772), and Arizona -- a border state -- ranks fourth with 53,553. The application/approval ratios in these states differs widely with that of California's nearly 19/1: Texas' ratio is just over 22/1, while Florida's is almost 43/1, and Arizona's is a low 13/1.

### **Demographics of the new Californians**

The most comprehensive information on California's newly legalized residents come from databases funded by the State's Health and Welfare Agency and Department of Education, and conducted by the Comprehensive Adult Student Assessment System ("CASAS") of the Foundation for Educational Achievement in San Diego. CASAS developed an assessment instrument called the "IRCA Pre-Enrollment Appraisal" to assess the English and civics competency of California's amnesty applicants and to collect basic demographic information about them in a standardized format. All SLIAG-funded educational agencies in the State have been required to collect demographic data and administer the IRCA Pre-Enrollment Appraisal form to each student they have enrolled since the Fall of 1988. Findings from the resulting database in 1990 are from information on more than 265,000 of California's amnesty applicants. In 1989, CASAS had con-

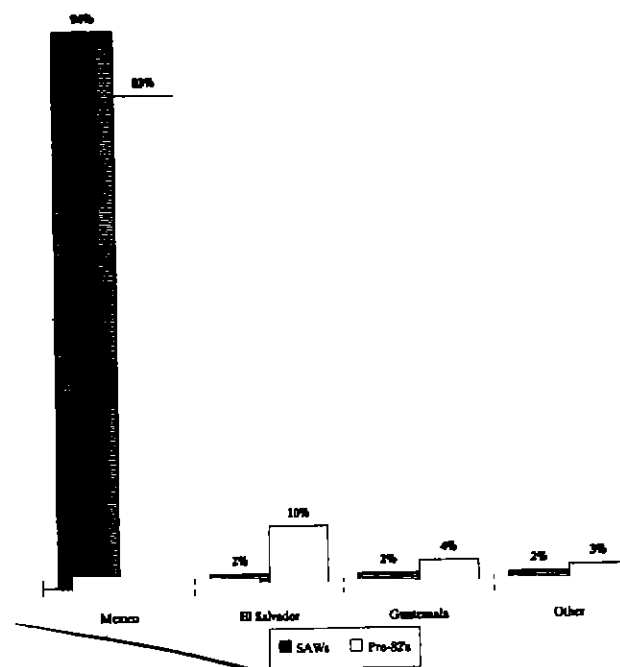
ducted in-depth interviews with approximately 5,000 amnesty applicants in its Survey of Newly Legalized Persons. The following facts about the New Californians come from both of these CASAS databases with occasional information from the Immigration and Naturalization Service and the Chicano Studies Research Center at the University of California, Los Angeles.

### *Region of origin*

According to the Immigration and Naturalization Service, 82 percent of California's applicants came from Mexico, 8 percent from El Salvador, and 2 percent from other Central American nations, with less than 1 percent coming from English-speaking nations.

Display 4 shows that California's applicants who were students and were surveyed by the Comprehensive Adult Student Assessment System came from the same areas but in slightly different proportions. Eighty-three percent of these Pre-82s and a full 94 percent of these special agricultural workers (SAWs) reported Mexico as their country of origin,

**DISPLAY 4** Countries of Origin of New Californians



Source: Comprehensive Adult Student Assessment System, 1990, p. 18

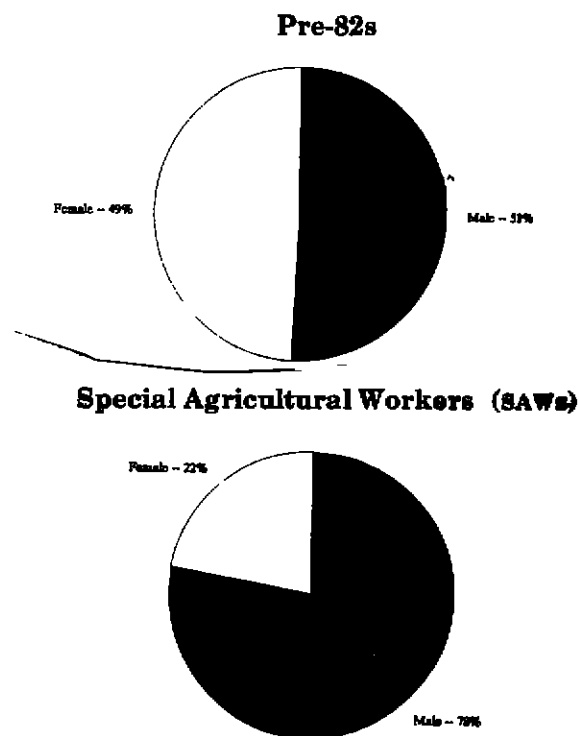
with more than half of the respondents in each of these groups coming from one of the four Mexican states of Jalisco, Michoacan, Zacatecas, and Guanajuato. Nearly all of the remaining respondents came from El Salvador or Guatemala.

Additional data from the CASAS survey show that more than half of the Pre-82 applicant students had moved to the United States between 1978 and 1981, while nearly half of California's SAW students had arrived in this country after 1984. Nearly all of the students in the Pre-Enrollment Appraisal group (both Pre-82s and SAWs) were Hispanic in origin and spoke Spanish as their native language.

### Sex

In terms of gender, approximately 44 percent of the students are women and 56 percent are men. The Pre-82s are almost equally represented between the sexes, with 51 percent male and 49 percent female; but 78 percent of the SAWs are men and less than

**DISPLAY 5 Sex of New Californians**



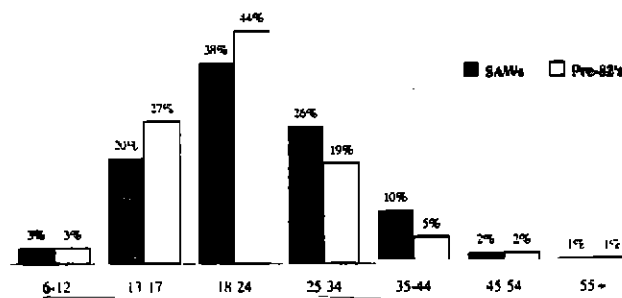
Source: Comprehensive Adult Student Assessment System, 1990, p. 16

one-quarter are women (Display 5 below). This difference is not surprising, considering the nature of employment that initially defined this group.

### Age

The age of California's student resident immigrants, in terms of when they immigrated to the United States, also shows some differences between the two groups. The SAWs tend to be a younger group, with 74 percent having migrated before they were 25 years old, while just over 60 percent of Pre-82s immigrated here before age of 25 (Display 6 below). As a group, however, the entire population of these student amnesty applicants is fairly young, with median age at immigration ranging between 18 and 24.

**DISPLAY 6 Age of New Californians on Immigrating to the United States**



Source: Comprehensive Adult Student Assessment System, 1989, pp. 2-5

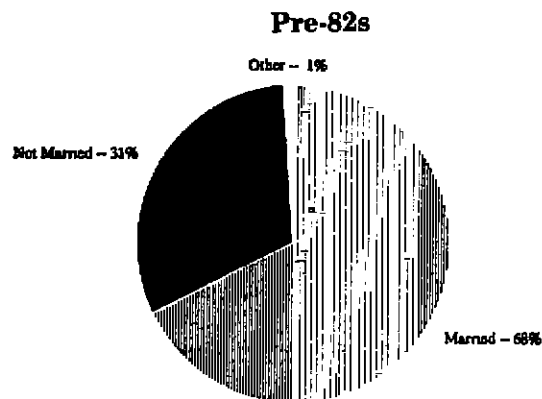
### Marital status

As Display 7 on page 21 shows, over two-thirds of the Pre-82 students are married, compared to only 43 percent of the special agricultural workers.

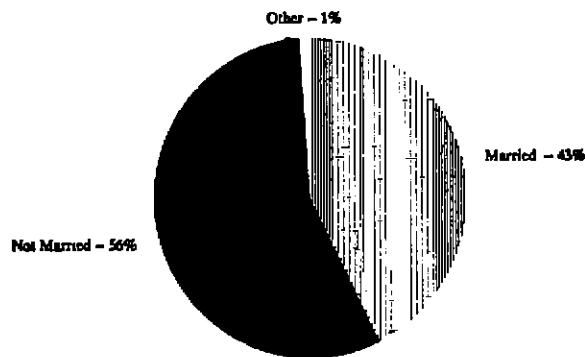
### Prior education

In general, California's special agricultural workers who enrolled under the IRCA/SLIAG program had completed more years of schooling before immigrating than its Pre-82s. More than half of the agricultural workers had finished seven or more years of school and a quarter of them had completed 10 or more years. In contrast, less than a third of the Pre-82 students had completed seven years of school and

**DISPLAY 7 Marital Status of New Californians**



**Special Agricultural Workers (SAWs)**



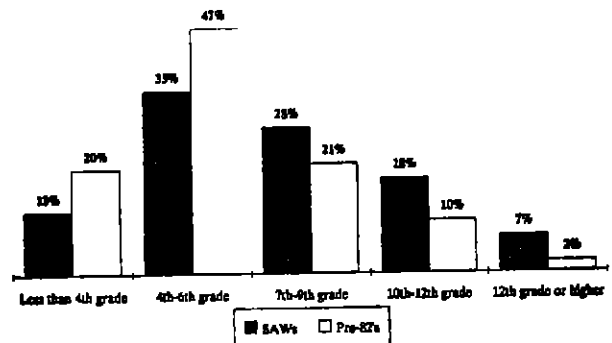
Source: Comprehensive Adult Student Assessment System, 1989, pp 2-8

only 12 percent had finished ten or more years. At the opposite extreme, 20 percent of all Pre-82s had gone to school for less than four years, compared to only 12 percent of SAWs (Display 8 at the right)

These statistics have implications for California's adult education programs. While SAWs are not required to pass the education requirements of Pre-82s (as relates to attainment of permanent residency status), given their past history of education, they may be more likely than even the Pre-82s to continue to seek out educational services in the United States.

Data from the Commission's survey of community-based organizations active in amnesty education add further information to these facts about the educational background of the new Californians. The 14 organizations that supplied information to

**DISPLAY 8 Education of New Californians Prior to Immigration**



Source: Comprehensive Adult Student Assessment System, 1990, p 24

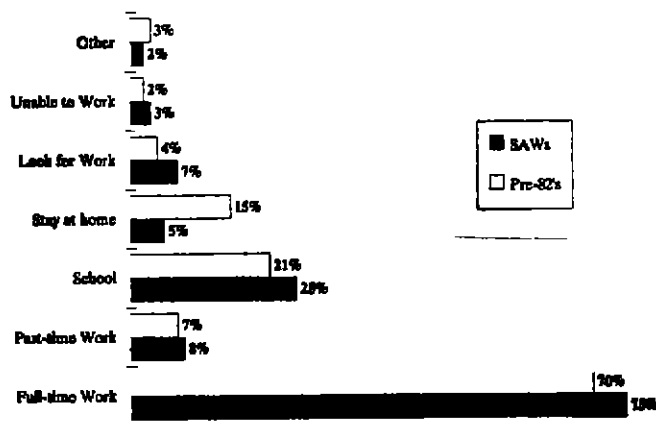
the Commission reported that almost all of their students under the IRCA/SLIAG program were basically pre-literate in English, having had no previous schooling in the United States, or, at the most, no more than one year of schooling here. They estimated that about three-quarters of their student spoke essentially no English on entering their program and the rest have very limited English speaking abilities. They indicated that a large proportion of their students -- up to 95 percent at one organization -- were unable to read their native languages. Some organizations were enrolling a few students who were already proficient in English at the high school level, in that these students scored 214 or higher on the English usage test of the Comprehensive Adult Student Assessment System, but only one of the 14 organizations reported that it had enrolled any students with English language knowledge equal to a high school graduate or General Education Diploma (GED) in the United States.

**Employment status**

Among all amnesty applicants surveyed by CASAS, virtually the entire group -- 94 percent of the Pre-82s and 97 percent of the special agricultural workers -- reported having worked in the United States at some time. In terms of their employment in the month prior to the survey, 70 percent of the Pre-82s and 75 percent of the special agricultural workers were working full-time. Seven percent of the Pre-82s and 8 percent of the special agricultural workers were working part-time. Display 9 below shows

that between one-fourth and one-fifth of the respondents consider themselves to be students (sometimes in other programs besides their IRCA/ SLIAG program) and that smaller percentages are staying at home, looking for work, or unable to work. The main reason for not working, of those reporting that they were unable to work, was either long-term or temporary illness.

**DISPLAY 9** *Major Activities of New Californians, Including Employment, During the Previous Month*



Source: Comprehensive Adult Student Assessment System, 1989, p. 5-2

These new Californians also report extensive work during the calendar year: Eighty-three percent of the Pre-82s and 76 percent of the special agricultural workers worked 45 or more weeks in the previous year, and 69 and 59 percent of the Pre-82s and special agricultural workers, respectively, were employed in excess of 50 weeks in 1988-89.

Manufacturing was the most commonly cited category of employment among Pre-82s (32 percent), followed by service occupations (30 percent). Interestingly, only one third of the special agricultural workers reported working in agriculture, while 28 percent indicated that they were employed in service occupations. Ironically, only a third of the agricultural workers who were working in agriculture planned on remaining in agriculture over the next year, while over half of the Pre-82s who were working in agriculture planned to do so.

Very few of these new Californians are employed in professional-level occupations, according to the Commission's survey of community-based organizations active in amnesty education. For example, out of 1,675 students enrolled by Proteus Training and Employment, Inc. -- one of California's community-based organizations participating in the IRCA/ SLIAG program, only two were professionals -- one a minister, and the other a missionary. A major problem facing such amnesty applicants who have worked in their native countries as professionals, such as doctors, nurses, teachers, engineers, and architects, involves the limited likelihood of their being employed at the same level in the United States. One of the largest community-based organizations surveyed by the Commission provides information about the extent of this problem. San Diego County's Metropolitan Area Advisory Committee found in a survey of its students in the program that 2 percent of them had attained professional certification in their country of origin but that none of them were working at anything higher than semi-skilled jobs, including construction, in the United States.

In follow-up research on those professionals, all of whom had earned the equivalent of a bachelor's degree in their own country, the Metropolitan Area Advisory Committee found that the English language skill needed for professional certification or licensure in California was the main barrier preventing these highly educated workers from continuing their chosen careers. These professionals typically needed to pass the Test of English as a Foreign Language (TOEFL) before applying to the State for licensure exams in their given fields. Those in the health fields, especially physicians, reported that even after passing TOEFL they were having difficulty being licensed in order to resume their careers.

As a result, the Metropolitan Area Advisory Committee, like other community based organizations, seeks as part of its regular services to help such immigrants prepare for these needed examinations.

#### *Average income*

The median individual take-home pay for both Pre-82s and special agricultural workers responding to the survey was between \$200 and \$219 per week or between \$10,400 and \$11,400 per year, compared to \$18,855 among all Californians as of 1988. For fam-



ilies, the median take-home income was between \$400 and \$449 for the Pre-82s and between \$350 and \$399 for the special agricultural workers or between \$18,200 and \$23,300 a year, compared to \$34,000 among all California families in 1988

### *Geographic region of residence in California*

The CASAS Pre-Enrollment Appraisal database of new Californians divided the State into the six separate regions shown in Display 10 at the right -- Los Angeles, the Los Angeles perimeter, San Diego, the San Francisco Bay area, the Central Valley, and the balance of the State. The CASAS data show that by far the largest concentration of amnesty applicants enrolled in education is in the greater Los Angeles area -- over two-thirds of the Pre-82s, and 42 percent of the SAWs. San Diego has the next largest concentration: 14 and 19 percent of Pre-82s and SAWs, respectively.

### *Type of housing*

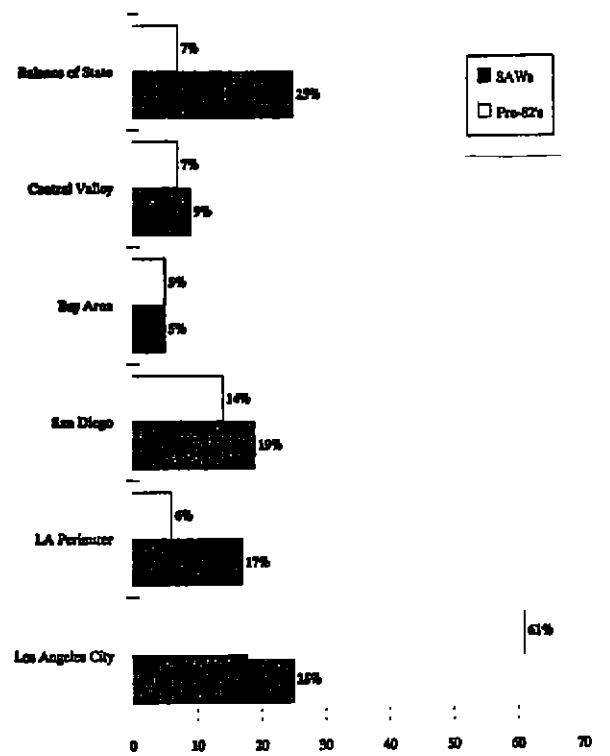
When asked if they live in a house, apartment, mobile home, or some other type of residence, at least 90 percent of California's amnesty applicants live in either a house or apartment. Seven percent of SAWs live in mobile homes, compared to only 2 percent of Pre-82s (Display 11). In 1989, the median family housing costs for both groups ranged from \$450 to \$549 a month, with very few respondents reporting receiving any assistance from any government housing program

### *Health*

The health of the new Californians has been a point of ongoing dispute in the allocation of SLIAG funds. As noted earlier in this report, only 10 percent of the federal monies provided to California in the IRCA/SLIAG program was dedicated to health services under the Public Health funding category. Nonetheless, health services received a share of IRCA/SLIAG money from public assistance funds. California's Health and Welfare Agency explains the reason in its 1991 *Transition Plan* (p. 5).

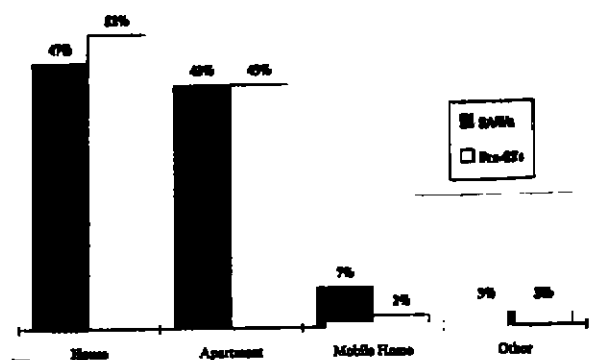
In implementing its SLIAG expenditure plan, California did not use SLIAG funds solely as a source of reimbursement for services budgeted and paid for by other sources of state and local

**DISPLAY 10** *Region of Residence of New Californians*



Source: Comprehensive Adult Student Assessment System, 1990, p. 19.

**DISPLAY 11** *Type of Housing Occupied by New Californians*



Source: Comprehensive Adult Student Assessment System, 1989, pp. 2-12.

funds (primarily general funds). The Administration and the Legislature explicitly embarked upon a strategy to use SLIAG funds to help expand the service delivery capabilities of

existing programs. This was done to accommodate the emerging needs of newly legalized persons, but it also provided fiscal relief to several programs which had not recently seen funding levels keep pace with service demands. The budget provided programs with SLIAG funds in addition to, not in lieu of, other sources of funding.

This strategy greatly benefited public health and primary health care clinics -- and, initially, to a smaller extent adult education -- when the SLIAG-funded program began in 1987. For the first two years of the five-year plan, the Medically Indigent Services Program also benefited greatly to expand indigent medical services. However in 1989-90 and 1990-91, the Governor's Office and the Legislature reduced State General Fund support for Medically Indigent Services by \$100 million both years because of the large amount of SLIAG funds going to them.

Research on the New Californians by CASAS as well as on Latinos in California by UCLA shows that these groups tend to have fewer of the behaviors generally associated with poor health -- high cholesterol, low birth-weight, diabetes, and the like -- than California's population at large. The CASAS data show that 88 percent of the Pre-82s and 90 percent of the special agricultural workers who were surveyed considered themselves to be in "good" or "excellent" health and that few have experienced any serious illnesses within recent years. In its 1989 report, *Survey of Newly Legalized Persons in California*, CASAS stated (p 6-3):

... the reported incidence of newly legalized persons' major health problems is apparently lower than that of chronic illness in the adult population of California. In a 1983 survey, 29 percent of all adult males and 35 percent of all females reported one or more chronic illnesses [compared to only 18 percent of California's Pre-82s]. The 1983 survey did not report age-specific rates of chronic illnesses. Although newly legalized persons are typically younger than the general adult population of California, and therefore less prone to experience age-related chronic disease, it appears that this difference does not sufficiently explain the relatively low incidence of chronic disease in the legalization population.

The data also show that new Californians report having missed fewer days of work due to illness or injury (not including pregnancy) than California adults in general.

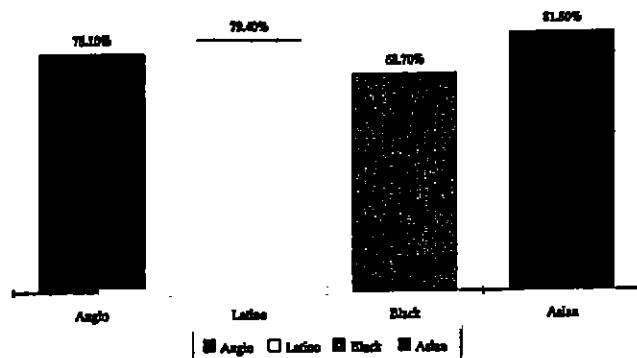
Dr. David Hayes-Bautista, Director of the Chicano Studies Research Center at UCLA has done extensive research on the health of Latinos, including nonresident immigrants, in California at large and in the Los Angeles area in particular. Since 82 percent of the new Californians are from Mexico -- with another 10 percent from other Spanish-speaking Central American nations -- much of UCLA's research applies to this group. Display 12 on page 24 presents information on four health-related conditions among Latinos and other major ethnic groups in Los Angeles. Dr. Hayes-Bautista's studies of immigrant Latinos show that for life expectancy, neonatal death rates, and other measures, these immigrants who make up the vast majority of the new Californians are as healthy as any other racial/ethnic group in the State. Yet Dr. Hayes-Bautista notes a decline in Latino health the longer Latinos are here (1990, p 27).

The disturbing picture that is emerging is that the Latino population begins its sojourn in the US as a fairly active, healthy, vigorous group. Over time, we notice that these traits seem to erode somewhat, by generation and assimilation. While there is still enough left of these traits to lift the Latino population head and shoulders above other populations in terms of health, family, and work, we are very disturbed by the constant erosion and loss of strengths. Rather than being a source of pathology, Latino immigrants from Mexico are in fact maintaining and reinforcing values of health, family, and work.

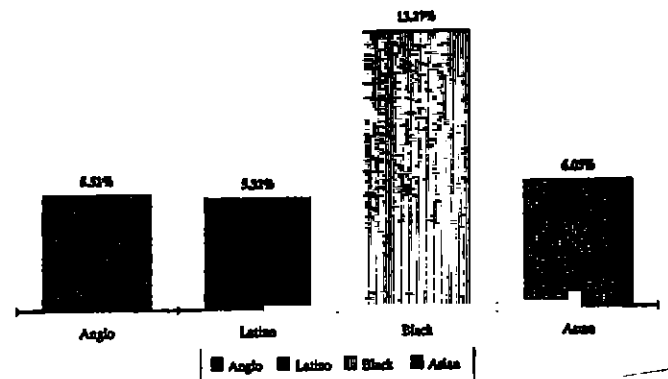
This finding has implications for California's State Budget, since -- as noted earlier -- California's General Fund commitments to public health and assistance programs for its immigrants tended to decrease as SLIAG funding for these programs was increased. California's current-year State Budget appropriates more than \$225 million of California's SLIAG funds -- 79 percent -- to State and local public health and assistance programs for new Californians and only \$55 million to their education, as Display 1 on pages 12-13 shows. That display also indicates that next year's budget is scheduled to di-

**DISPLAY 12 Health-Related Characteristics of Residents of Los Angeles, by Major Ethnic Group**

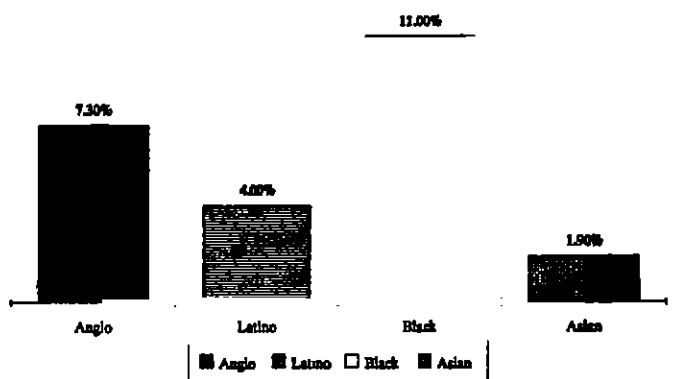
**Life Expectancy at Time of Birth, 1986**



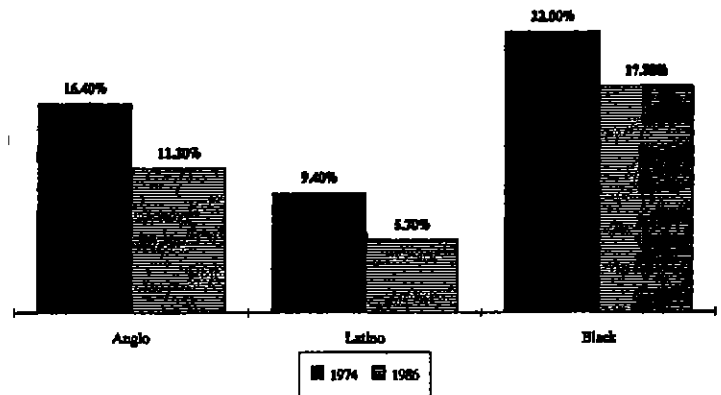
**Percentage of Low Birth-Weight Babies, 1986**



**Neonatal Death Rate per 1,000 Live Births, 1986**



**Infant Mortality Rates, 1974 and 1986**



Source: Hayes-Bautista, 1990, pp 7, 12, 13, 14

rect any remaining SLIAG funds entirely to public assistance

Given the conflicting opinions about funding for

public health and assistance as opposed to education, the dispute as to California's proper focus of SLIAG dollars will likely continue well after the funds and the SLIAG program, have ceased

# 5

## *Education and Job Training Under the IRCA/SLIAG Program*

### **Education in English and civics for the new Californians**

Prior to the implementation of the IRCA/SLIAG program, persons seeking instruction in English as a second language, citizenship, or basic skills, most often enrolled either in a local adult school program or in a community college. Since 1987-88, the federal government has provided \$381 million in SLIAG funds to help not only school and community college districts but private organizations such as churches and labor unions expand their adult education offerings for California's newly legalized residents if they were designated by the State as "Qualified-Designated Entities" for the purposes of the IRCA/SLIAG program.

More than 1.4 million of the State's newly legalized residents were served by these providers between 1987 and 1991, according to conservative estimates. California's public adult schools enrolled nearly 816,000 of them – approximately 57 percent of the total. California's community colleges enrolled an estimated 250,000, or 18 percent. And community-based organizations reached some 356,500, or 25 percent. (Year-by-year data appear in Display 13 on page 28.)

Applicants for resident status under IRCA have been required to enroll in basic English and citizenship in order to qualify for permanent residency. They have been able to meet these requirements either by passing a 15-item test or by taking a minimum of 40 hours of instruction in English and citizenship. The Act has required that applicants complete these requirements between the nineteenth and thirtieth month after applying for residency.

Data from current research by the Comprehensive Adult Student Assessment System (CASAS) of San Diego indicates that new Californians who sought out English literacy instruction under the IRCA/SLIAG program have benefited measurably in their English language skills from the program. In a report to be published later this year, CASAS will re-

port that 980 students who enrolled in reading courses as part of the program and for whom pre-instruction and post-instruction test data are available gained an average of 5 points on their CASAS test scores over the period of their enrollment. While CASAS warns that for a variety of reasons this 5-point increase may not apply to the entire amnesty student population, the results of this research are encouraging, particularly in light of the paucity of data available on the impact of the amnesty education program on its participants.

### **Adult education programs in adult schools and community colleges**

Historically, adult education in California has provided educational programs and services to students beyond the age of 18 (the only exception being those students aged 18 or less who are also concurrently enrolled in high school). In California, 235 of its 401 unified school districts offer adult education programs, typically through a separate administrative division of the local high school or unified school district. These programs provide instruction in literacy, employability, parenting, and English as a second language.

Sixty-nine of California's 71 community college districts also offer adult education programs. Some of these courses and services are provided as State-supported credit instruction, offering students completing the courses academic credit towards an associate or higher degree. Some are offered as non-credit courses for which community colleges typically must charge fees except for certain students such as those under IRCA/SLIAG. Some community colleges can offer courses in English as a second language on a non-fee basis, based upon agreements with local adult schools. Although specific data on the number of students enrolled in noncredit instruction in English as a second language is un-

**DISPLAY 13** *Headcount Enrollment in SLIAG-Funded Amnesty Education Programs in California's Adult Schools, Community Colleges, and Community-Based Organizations, Fiscal Years 1987-88 Through 1990-91*

<u>Fiscal Year</u>	<u>SLIAG-funded Providers of Amnesty Education Services</u>	<u>Headcount Enrollment</u>	<u>Percentage of Enrollment</u>	<u>Total Providers</u>
1987-88	K-12 Adult Schools	79,807	92 %	
	California Community Colleges	1,735	2	
	Community-Based Organizations	5,205	6	
	<b>Total</b>	<b>86,747</b>		<b>106</b>
1988-89	K-12 Adult Schools	458,501	68 %	
	California Community Colleges	80,912	12	
	Community-Based Organizations	134,853	20	
	<b>Total</b>	<b>674,266</b>		<b>244</b>
1989-90	K-12 Adult Schools	192,409	50 %	
	California Community Colleges	61,571	16	
	Community-Based Organizations	130,838	34	
	<b>Total</b>	<b>384,818</b>		<b>235</b>
1990-91 (estimates)	K-12 Adult Schools	90,979	44 %	
	California Community Colleges	85,577	15	
	Community-Based Organizations	30,167	41	
	<b>Total</b>	<b>206,723</b>		<b>210</b>

**Note:** Community-based organizations include the "Qualified Designated Entities" that have been designated by the State Attorney General as qualified to provide assistance in the IRCA/SLIAG program

Source California Postsecondary Education Commission.

available, most of their instruction in this subject is believed to be offered in the noncredit mode.

Growth in California's adult population and changes in the economic and demographic profile of this population has created an increased need for adult education programs. For both adult schools and the community colleges, adult education is the largest category of instruction, comprising 84,883 or 43.7 percent of the average daily attendance (ADA) of the K-12 system and 32,951 or 39 percent of non-credit ADA in the community colleges.

Both local school districts and community college districts seek funding to expand their adult education programs, but current California law restricts

the growth of adult education programs by limiting adult schools to the level funded in 1980-81 plus adjustments provided by an annual growth "cap" established in each year's Budget Act and prohibiting districts that did not have adult education programs in 1978 from offering such a program.

In addition, the State limits community colleges in their ability to grow to meet enrollment demand for both credit and non-credit instruction by imposing an enrollment growth cap that limits growth to a percentage of growth of the adult population in the State. Some additional funds have been provided above this cap, but those funds have not fully met the growth anticipated by the colleges.

For 1990-91, the statewide average revenue limit rates -- the dollar amount per unit of ADA that a district receives from the State -- are estimated to be as follows

K-12 Adult Education	\$1,511
K-12 Concurrently Enrolled	\$3,108
Community College Non-Credit	\$1,648

Given the State's current fiscal dilemma, it is doubtful that the State will expand adult education programs to parts of the State not currently served. Total General Fund support for adult education now comes to \$529 million -- \$294 million for K-12 adults (with an additional \$110 million for currently enrolled students in the K-12 system), and \$125 million for community college noncredit students. The Governor's Budget for 1992-93 proposes \$735 million to fund statutory growth of 2.35 percent in K-12 adult programs and includes \$155 million for growth in the community colleges, but it does not target specific areas for growth funding.

According to the California Department of Education, virtually all school districts are serving their full cap levels. On a statewide basis, their "unused" capacity under their regular adult education cap during fiscal year 1990-91 amounted to only 708 out of a total of 171,939 ADA -- less than one-half of 1 percent -- and their special set-aside for English as a second language showed an "unused" capacity of 572 against a total of 13,377 ADA. State law requires these "unused" ADA to be redistributed to those districts serving adults in excess of their caps, and this redistribution will take place at the second principal apportionment in June 1992. Thus the Department explains that no truly unused capacity exists, since the capacity identified as "unused" exists only until the redistribution of funding as required by law. Taking into account the relatively small amount of ADA identified as "unused" as well as minor adjustments that are being made in the Department's data base of reports from districts, officials of the Department believe it is fair to conclude that in 1990-91, the State's public adult education program (including the special set-aside targeted for English as a second language) served some 18,000 more ADA than the level for which it was funded.

During its deliberations on the 1992-93 budget, the Legislature will debate whether the existing level of adult education funding should be increased or

whether the current funding formula should be changed to provide for a redistribution in how the current level of funding is appropriated. It is anticipated that because there are no additional federal SLIAG funds proposed for the 1992-93 budget for adult education, pressure will increase to respond to growth needs in districts presently not participating in the State program and those districts that are limited in their growth by statutory requirements.

### **Job training for the new Californians**

As a group, the new Californians are among the most employed group of people in the State, with approximately four-fifths of them presently employed either full or part time. Many of them will choose to enhance their vocational mobility through occupational and professional programs offered by the State's community colleges and universities. Nonetheless, many will also want to enroll in one or another of the State's job training services. A drawback of most of these programs for applicants is a clause contained within IRCA prohibiting newly legalized individuals from accessing any federally funded programs until five years after they initially apply for citizenship. Thus, the earliest date most new Californians can access these services is 1993.

Within the State's education systems, the Department of Education's adult education and vocational education programs and the community colleges' vocational/technical education program provide employment development opportunities to more than 3 million individuals each year. The following paragraphs briefly describe each of these programs as well as the Job Training Partnership Act program administered by the Employment Development Department and the Governor's Farm Workers Services Coordinating Council program.

#### *The Department of Education's Adult Education Program*

This program provides vocational education and other job-related classes to adults and out-of-school youths. In fiscal year 1990-91, an estimated 1.2 million individuals enrolled in these classes. Local adult education programs are designed to improve

their clients' literacy skills and to enhance their employment opportunities. The local programs are also designed to meet the special educational needs of older persons, disabled persons and those people with limited English-speaking abilities. In addition to these target groups, the programs are also geared towards reintegrating dislocated workers and public aid recipients into the occupational structure

Public high school districts administer these programs locally, with oversight responsibilities shared by the State and federal government. Persons legalized under IRCA have already accessed these programs to meet IRCA's English language and citizenship education requirements

Funding for the 1990 fiscal year was \$448.6 million, with the federal government providing \$156.9 million and the State providing \$291.7 million. Federal funding for the 1991 fiscal year was substantially reduced from \$156.9 million in 1990 by an estimated \$140 million, most of it in SLIAG funds allocated to education. This reduction lowered total funding to just under \$318 million, with the State providing more than \$300 million of that amount

#### *The Department of Education's Secondary Schools Vocational Education and Regional Occupational Centers and Programs (ROC/Ps)*

These two programs provide students with job awareness and career guidance services. In addition, core education and entry level, job-specific skills development are provided; counseling and information on job advancement and preparation for more advance employment training is also provided

These programs focus exclusively on youths -- both those still in high school and those out of school. They offer vocational and technical instruction in a variety of fields including trade and industrial occupations, agriculture, the health care field, and business. In fiscal year 1990-91, an estimated 1.3 million California youths were enrolled at one time or other in these programs.

The Secondary Schools Vocational Education programs that are offered by local high schools use basic classroom instruction, often supplemented by on-the-job work experience to provide occupational

exploration and specific skill instruction. Regional Occupational Centers and Programs (ROC/Ps) provide youths with vocational preparation in specific skill areas. Unlike the vocational education programs, ROC/Ps can offer programs across school district boundaries, because occasionally it is not feasible for a single district to offer certain vocational educational programs.

Total funding for these two programs was \$642.3 million in 1991-92. The federal government provided \$45.3 million, while State and local sources provided \$597.0 million.

#### *The California Community Colleges' Postsecondary Vocational and Technical Education Program*

This program provides occupational and technical training, related career guidance and counseling, and job placement services to interested students enrolled in community colleges. The program is run by local community college districts, with oversight by the Chancellor's Office of the 107-college system. The colleges offer a range of occupational programs, from entry level training to career upgrade services. Many colleges target their programs to new and emerging occupations; fields of study include business management, computer and information sciences, agriculture and natural resource management, and commercial services. The community colleges offer these programs through both day and evening classes and at on-campus and off-campus sites, including factories, corporate offices, and community centers.

In the 1990 fiscal year, it was estimated that just under 1.0 million students were enrolled in these programs. Total funding for the programs in 1990-91 was almost \$690 million, with the federal government providing \$34.5 million and State and local governments supplying \$655 million.

#### *The Employment Development Department's Job Training Partnership Act Program*

Among other job training programs operating in California, the combined Job Training Partnership Act (JTPA) program is a major employment development avenue for unskilled and disadvantaged workers in the State. This federally funded program is administered at the State level by the Em-

ployment Development Department and is run locally by Local Service Delivery Areas and Private Industry Councils. The local programs train unskilled adults for entry level positions and provide instruction in basic workforce skills to economically disadvantaged workers. The principle groups that these programs seek to serve are dislocated workers, out-of-school youth, public aid recipients, veterans, older workers, and low-income persons

Although IRCA prohibits newly legalized residents from participating in most federally funded assistance programs, such as Social Security and Aid to Families with Dependent Children, until they have been legalized for five years, the Job Training Partnership Program is specifically exempted from that restriction. In California, field officers of the Employment Development Department have actively encouraged new Californians to apply for services provided under the Act through their local Service Delivery Areas. Information on the number of new Californians participating in the Job Training Partnership Act program is not readily available, since immigrants under IRCA/SLIAG are not ordinarily identified as such in State agency data bases, but during 1990-91, 6,073 "eligible non-citizens" -- probably many of them new Californians -- registered in Job Training Partnership Act programs and 4,785 enrolled in program components.

An example of a program funded under the Job Training Partnership Act that serves new Californians is the San Jose Center for Employment and Training Program -- one of 30 programs operated by the Center for Employment and Training (CET) in six western states. The San Jose program is the original and most comprehensive developed program of all 30. It focuses on integrating English language and basic skills instruction into job skill training and on improving its trainees' self-esteem and self-confidence. It works with clients who have few job skills and little academic education, including migrant and seasonal workers, displaced and unskilled homemakers, single parents, ex-offenders, school dropouts, and welfare recipients under the GAIN program. Its program allows participants to progress at their own pace towards their established goals.

The San Jose CET Program is a comprehensive, self-contained effort with its own Industrial Advisory Board. It works closely with local employers, Santa Clara County welfare offices, and private social ser-

vice agencies. It receives financial support not only from Titles II and IV of the Joint Training Partnership Act but also from Community Services Block Grants, Employment and Training Panel funds, and California's Department of Rehabilitation.

Since the Center for Education and Training began its operations in 1967, it has placed more than 50,000 trainees into jobs through its 30 program sites. A formal evaluation of its San Jose program between November 1984 and December 1987 indicated that its trainees were able to achieve and maintain employment at a rate 27 percent higher than similar persons in a control group, they worked an average of 33 percent more hours per week; and they enjoyed monthly earnings 47 percent higher than those in the control group. Such programs are obviously effective in working with people from backgrounds such as those of the new Californians, and they can serve as models for future employment development training programs aimed at California's residents with limited-English speaking skills.

California's Employment Development Department maintains an extensive data base on local labor markets, much of which is in employment areas involving new Californians. Included in these data bases are labor market forecasts, local wage rates, agricultural employment statistics, and socioeconomic planning data. Display 14 on the next page provides a listing and brief description of some of the labor market publications offered by its Labor Market Information Division. Future research on the employment characteristics and job training needs of new Californians will no doubt benefit from evaluation of these data.

#### *Governor's Farm Workers Services Coordinating Council*

Governor Wilson created the Governor's Farm Workers Services Coordinating Council by Executive Order W-20-91 on November 21, 1991, and charged it with recommending policies to deal with farm worker issues. Specifically the Council is to formulate and promote uniform, coordinating and consistent administrative policies for all State agencies that deal with farm worker issues. Goals of the Council are



**DISPLAY 14** *Selected Publications of the Labor Market Information Division, Employment Development Department, State of California*

**Agriculture Employment**

A quarterly and annual summary of agricultural employment, by four-digit Standard Industrial Classification within labor market areas.

**Agriculture Wages**

Agricultural wage summaries that are results of approximately 12 wage surveys per year

**Annual Planning Information (APIs)**

An annual publication for California and for each county or group of counties. This comprehensive report on trends for a particular area contains socioeconomic characteristics of the population, occupational outlook information and historical unemployment and industry employment figures

**California Labor Market Bulletin**

This report presents current information on employment and unemployment in narrative and tabular form and describes recent industry trends and employment figures by industry

**California Labor Market Forecast**

This report includes forecasts of employment and unemployment by quarters for a two-year period for California. The report also contains narratives, summary tables, and graphs

**California Occupational Guides**

The California Occupational Guides describe a single occupation or occupational field and cover such items as job duties and requirements, working conditions, employment outlook, wages, hours, fringe benefits, entrance requirements and training, promotional opportunities, and how to find a job. There are several hundred Occupational Guides, covering most of the major occupations in the state

**California Agricultural Employment and Earnings Bulletin**

A monthly series listing the number of agricultural workers, average weekly hours, average hourly earnings, and average weekly earnings. The data cover major agricultural industries in the state and six regions

**Guide to the Use of Labor Market Information Publications**

This publication is a handbook for obtaining and using publications that give basic labor market information. The reports described are not limited to Labor Market Information Division publications but include many of those available from the Department of Labor

**Labor Market Information for Affirmative Action Programs**

This publication contains most of the information needed by employers to comply with federal and state contract compliance regulations. Tables provide population and labor force data by race, ethnic group, sex, work disabilities, and occupation. Packets are available for every county in the state, for multi-county metropolitan areas, and for the State

**Planning Data for Service Delivery Areas**

An annual publication that contains preliminary updates of wage and salary data for 1987 and 1988, forecasts for 1989 and 1990, and socioeconomic characteristics of the population for each Service Delivery Area

**Projections of Employment by Industry and Occupation**

An annual publication for selected geographic areas that contains five-year projections of employment by industry and occupation

**Wage and Salary Employment by Industry**

This report includes wage and salary employment by industry from 1972 to 1988. Separate reports are published for California and each of the Metropolitan Statistical Areas

Source: Adapted from publication list of the Labor Market Information Division, Employment Development Department.

- Solicit the view and recommendations of interested parties on issues and problems facing farm workers;
- Propose solutions to specific concerns identified by the Council; and
- Provide policy recommendations to the Governor on issues pertaining to State programs and services provided to farm workers and their families

Literacy and employment readiness are two of the Council's chief issues -- as they are for new Californians, particularly the seasonal agricultural workers who fall within the definition of the Council's target population of agricultural workers.

The Council includes representatives from the Employment Development Department, the California Department of Education, the Health and Welfare Agency, the Department of Health Services, the Department of Industrial Relations, the Department of Housing and Community Development, and the Department of Economic Development. Representatives of the agricultural industry and Job Training Partnership Act program grantees also serve on the Council.

The Council is scheduled to report its findings and recommendations to the Governor on or before November 15, 1992.

### **Community-based organizations**

When California first prepared to implement the IRCA/SLIAG program, community-based organizations were among the first agencies ready to provide educational assistance. Many of these private organizations -- particularly churches, labor unions, and non-profit political organizations -- had long been involved in the provision of services to refugees, legal immigrants, and undocumented immigrants. They had well-established contacts in these communities and a history of involvement and credible relations that was not always the case with public agencies.

More than 100 community-based organizations have participated in California's amnesty education program since its inception in 1987, and 75 of them were listed as educational service providers by the

State Department of Education during 1991. The Commission surveyed these 75 in 1991 and received usable information from 14 of them -- or 19 percent -- including some of the largest private education providers under California's IRCA/SLIAG program. Among the 14 are these organizations:

- Asians for Job Opportunities (AJOB), which operates two training sites, one in Berkeley and the other in Oakland, each of which accommodates up to 20 students. It was started in 1974 to provide specified work-related courses and certificates of satisfactory completion. It has served some 10,000 students since 1974.
- Catholic Charities of Los Angeles -- a full-service non-profit social services organization that has been offering education, health, and counseling services for decades. It started amnesty education in 1988 and has served some 6,000 students under the IRCA/SLIAG program.
- Centro Legal De Hermandad Mexicana Nacional -- the legal center of Hermandad Mexicana Nacional, a long-established social service agency in Los Angeles that opened its center for amnesty applicants in 1987. The center has provided educational services to more than 120,000 people in its IRCA/SLIAG program -- the largest enrollment of any community-based organization -- and has employed some 200 teachers and 100 administrators and clerical staff in the effort.
- Language Dynamics -- a well-known statewide operator of language learning centers for migrant workers who agree to invest 100 hours in language training. It conducts its classes primarily in community halls and housing authority offices in agricultural centers. Its Sacramento center started its amnesty education program in 1989 and has served between 100 and 150 students in its existence. Besides language training, it offers assistance to immigrants in completing needed paperwork and other steps required for them to obtain health and social services.
- Literacy Council of Tehama, which has leased space in Corning, Los Molinos, and Red Bluff for classes in English as a second language. It has offered amnesty education since the 1987-88 fiscal year and has served 450 amnesty students.
- Metropolitan Area Advisory Committee -- operating in remote rural locations of San Diego

County as well as in the County's urban and suburban locations. A full-service, non-profit organization formed in 1965, it became an IRCA/SLIAG program provider in 1988 and has served more than 6,500 amnesty education students.

- Proteus Training and Employment, Inc. -- operating education and service centers in Dinuba, Hanford, Visalia, and other small agricultural towns in Kings and Tulare Counties, using churches and school buildings for its classes, referrals to other agencies, and other services. Its chief focus is job training. It started its IRCA/SLIAG program in September 1988 and has provided amnesty education to 1,675 new Californians since then.
- Sandigan California Inc. -- operator of two urban sites and eight migrant camp sites to serve agricultural areas. As an immigrant services organization with its chief focus on Hispanics and Filipinos, it has served 3,500 amnesty students.
- SER Jobs for Progress, Inc., of San Diego -- started in 1988 to serve eligible legalized immigrants in the Imperial Valley area. It has provided amnesty education to 1,897 students since its inception.
- South Bay Service Center -- started offering amnesty education in 1989. It offers a full variety of immigrant services (education, legal, counseling, job referral); it has served over 8,000 students.
- TCL&E -- operating in the predominantly Latino area of Maywood in Los Angeles. It began in 1987 as an education provider and referral service, and it estimates to have served approximately 8,000 amnesty students.
- United Cambodian Community Education Center in Norwalk. It opened as a new program in fiscal year in 1988-89 and has served 3,400 new Californians.
- Wilhe Velasquez Center in southeastern Los Angeles. It started as an amnesty service provider in July 1988 and has provided amnesty education to some 2,000 students.

Like other community-based organizations, these private education and social service providers have had to coordinate their services with public education and social service agencies, and several of them expressed praise to the Commission for the coopera-

tion of California's public agencies such as the California Department of Education in helping them serve their IRCA/SLIAG clientele. One of them -- the Metropolitan Area Advisory Committee in San Diego -- complimented the San Diego County Office of Education for holding monthly meetings with service providers to help them with their programs. All of these community-based organizations are important reservoirs of experience and information on how public and private service agencies can work together -- information that will be invaluable to planners of future coordinated services such as IRCA/SLIAG.

The 14 community-based organizations that responded to the Commission's survey have enrolled among them a total of 170,000 students under the amnesty education program. Whenever possible, they have sought to hire for these programs California credentialed teachers who are bilingual, have prior experience in working with immigrant or bi-cultural populations, and have preferably lived at least temporarily in a foreign country. To supplement their staffs, some of the organizations also use university students who are pursuing bachelors degrees or teaching credentials. The least formally trained of their teaching staff have passed Laubach language training courses and are bilingual with at least some adult education experience in working with immigrants. Most of the organizations offer in-service training to even their most experienced staff members on new developments in teaching civics and English as a second language to immigrant populations, and some offer regular inservice work on cultural sensitivity.

All of the larger organizations, and most of the mid-sized ones, employ administrative personnel with administrative credentials and masters or Ph D degrees to run their amnesty education programs. The relatively high level of education and the expertise of these staff members are not surprising for the larger organizations, as they are multi-faceted, well-established operations needing highly trained employees. The fact that even the mid-sized and small organizations seek out credentialed and well-experienced administrators and staff shows their commitment to making their programs effective for their clients. They recognize that their clients have generally had negative experiences in dealing with bureaucratic agencies, whether public or private, and that they may be fearful to participate in the

amnesty education program even under private auspices

In addition, community-based organizations realize that California's public adult schools and community colleges, as publicly funded institutions, have far greater resources and larger facilities and staffs than they. In order to attract clients to their programs, they have had to offer something that public schools could not. With this in mind, the private organizations have actively sought out potential clients, offered them the most supportive and familiar surroundings possible for amnesty education, and employed instructors who are most familiar with these students' cultures and sensitivities

The average of 40 hours of English language and civics instruction funded by the State under the IRCA/SLIAG amnesty education program was inadequate for the overwhelming percentage of the clients of community-based organizations, and, as a result, these organizations, like many public educational service providers, allowed amnesty students to attend more classes than this funded limit. Nonetheless, even with this additional assistance, some organizations report that most of their students will need more than a year's education in English if they are to achieve a fifth/sixth-grade level of competence (a score of 215 on the CASAS examination) and several more years than this to attain a twelfth-grade level -- the average lan-

guage competence of employed persons in California

The organizations also noted that their students will need additional months or years of job training to bring their marketable job skills up to a level that will enable them to attain higher than entry-level employment. While these low-paying entry-level jobs are the only ones available for most immigrants, they offer the fewest health and other benefits and are typically the first eliminated in an economic downturn such as the State has been experiencing for the past two years. They clearly are not the kind of jobs on which California's hundreds of thousands of immigrants should be forced to base their economic plans for themselves and their families

In summary, the amnesty students who have enrolled in the educational programs of these 14 organizations and others like them will by and large be permanent legal residents in California and the United States for the rest of their lives. Some public tax resources will inevitably be spent on behalf of them and other immigrants, either in the form of education and job training or, if they are unable to improve their skills, in the form of social services. Helping these new Californians become economically viable taxpayers will not only reduce the amount of these needed resources but repay these resources many times over

# **Appendix A    Assembly Concurrent Resolution 128 (1990)**

## **Assembly Concurrent Resolution No. 128**

### **RESOLUTION CHAPTER 93**

**Assembly Concurrent Resolution No. 128—Relative to the long-term impact of legalization applicants upon adult and community college education.**

**[Filed with Secretary of State August 30, 1990]**

#### **LEGISLATIVE COUNSEL'S DIGEST**

**ACR 128, Campbell. Education: the long-term impact of legalization applicants upon adult and community college education.**

**This measure would request the Postsecondary Education Commission to assemble a task force to consider the long-term impact of legalization applicants upon adult and community college education and to make policy recommendations to the Legislature and the Governor before March 1992.**

**WHEREAS, The changing composition of California society has resulted in an increase in the adult population demand for English language and basic skills instruction that school districts and community college districts have been unable to meet due to budget constraints; and**

**WHEREAS, It is the intent of the Legislature to revise the manner in which state funding is calculated for adult education programs provided by school districts; and**

**WHEREAS, Increased accountability is necessary at the state level in order to monitor and evaluate the activities and benefits of adult education and education on a noncredit basis; and**

**WHEREAS, Available information needs to be expanded to include information about the numbers of students completing courses, job placements, and diplomas granted; and**

**WHEREAS, An urgent need exists among new immigrants for English instruction; and**

**WHEREAS, Under the federal Immigration Reform and Control Act of 1986 (P.L. 99-603), the 1.2 million eligible legalized individuals wishing to become citizens have only two and one-half years to show language proficiency, and federal funds to expand English as a second language and citizenship classes for these purposes are available but their utilization is restricted because of the state-imposed cap on adult education; and**

**WHEREAS, Legislation enacted in 1979, subsequent to the addition of Article XIII A to the California Constitution, provided state funding for those adult education programs in existence in the 1977-78 fiscal year, but did not permit the funding of programs not in operation at that time, and**

**WHEREAS, Many school districts that desire to initiate programs**

of adult education to meet the educational needs of adults in their respective communities are thus not authorized to receive state funds for those programs, and are, therefore, denied equality under the law, now, therefore, be it

*Resolved by the Assembly of the State of California, the Senate thereof concurring,* That the California Postsecondary Education Commission is hereby requested to consult with representatives of the Superintendent of Public Instruction, the Chancellor of the California Community Colleges, nonprofit community-based organization providers, and other current and potential providers of Immigration Reform and Control Act educational services, as well as the consumers of these educational services, to consider the long-term impact of legalization applicants upon adult and community college education within the context of existing unmet educational needs. Based upon the advice and recommendations of these various groups, the commission shall present policy recommendations regarding the following:

(1) Easing the transfer of the fiscal burden from the federal funds provided by the State Legalization Impact-Assistance Grant Program to state funds.

(2) Providing effective educational services as needed for the next five years by the new permanent residents, including, but not limited to, assisting them to become functionally literate and to be able to complete basic skill and job training programs.

(3) Accommodating the increased need and demand for educational services created by legalization applicants, including the revenue limit adjustments for adult education and for community college credit and noncredit courses.

(4) Accommodating the increased need and demand created by legalization applicants through the effective use of community-based organizations and private career and job training programs.

(5) Analyzing the effects of phasing out the State Legalization Impact-Assistance Grant funding and identifying the capacity of existing state and privately financed programs to absorb clients.

(6) Analyzing the relationship between funding from the State Legalization Impact-Assistance Grant Program and other federally funded educational services.

(7) The identification of strategies that have assisted adult learners to receive information on available education resources.

(8) The effectiveness of existing job training programs in meeting the needs of Immigration Reform and Control Act populations.

(9) A strategy for completing an evaluation of state education programs, including the community colleges, in providing and promoting basic skills and job training for these populations and the relationship between the training provided and local job market needs

(10) Reviewing possible strategies for effectively maintaining data on immigrants to California, including the development of a clearinghouse.

The commission is hereby requested to submit its recommendations to the legislative budget committees and to the Governor before March 1992.

## Appendix B Executive Summary, "Out of the Shadows"

NOTE: The following material is reproduced from pp. 1-5 of *Out of the Shadows: The IRCA/SLIAG Opportunity: A Report to the California Postsecondary Education Commission by California Tomorrow*. (California Postsecondary Education Commission Report 89-10. Sacramento: The Commission, May 1989.)

### Executive Summary

IN 1986, Congress passed the Immigration Reform and Control Act (IRCA) as a sweeping reform of federal immigration law. The Act presented an opportunity for certain undocumented aliens illegally residing in the United States to apply for legal residency status. More than half of the nation's applicants for amnesty under the Act reside in California -- home to over 1.7 million eligible legalized aliens. These eligible legalized aliens have a total of 30 months from the date they applied for amnesty to complete the requirements for adjusting their status to permanent resident alien. Failure to fulfill these requirements makes them subject to deportation.

Recognizing the fiscal impact on state and local governments which might ensue from newly legalizing aliens availing themselves of public services (particularly those related to satisfying requirements for legal adjustment), the Immigration Reform and Control Act provided for State Legalization Impact Assistance Grants (SLIAG). California is expected to receive approximately \$1.99 billion in State Legalization Impact Assistance Grant funds over a four-year period (1988-1991) out of a total federal allocation of \$4 billion. This "SLIAG" funding represents a tremendous opportunity for California to address the educational, health and public assistance needs of eligible legalized aliens, thereby serving as a vehicle to bring them out of the shadows into full participation in our society and economy.

The Immigration Reform and Control Act represents a major opportunity for California, but it also poses some significant challenges: a very time-limited period to provide educational services to an unexpectedly large number of eligible legalized aliens, with high stakes for failure to provide those services; the need to institute a program very quickly with relatively little information available to policy makers about the size of the need or the exact Immigration and Naturalization Service requirements for educational services; and the need to rely on several large agencies to work quickly and closely together. In spite of these challenges, California's State Legalization Impact Assistance Grant Program moved more quickly than those of most other states in the union.

The federal government gave states a great deal of discretion to design the size, scope, and priorities of their state grant programs. In California, with the Health and Welfare Agency designated by Governor Deukmejian as the lead agency, a five-year plan was developed, utilizing grant funds for three categories of programs -- education, public assistance, and health. This needs assessment is focus-

ed on the adequacy of the plans and implementation of educational services to adult eligible legalized aliens under the state grants program.

Of the 1.7 million eligible legalized aliens in California, close to 1.5 million are of age to avail themselves of educational opportunity as adults in the educational system. They are most heavily concentrated in Los Angeles County (46 percent of the State total) and Orange County, but 20 counties have over 10,000. As a whole, the eligible legalized alien population has very limited educational background and limited English-speaking proficiency (see Part One, "Introduction to the Program").

## The Need

There are three different levels of need for educational services under the Immigration Reform and Control Act with which the State must concern itself.

- The first level (Scenario 1) is that sub-group of eligible legalized aliens between the ages of 16 and 64 who immigrated before 1982 and who are required either to demonstrate *either* proficiency in English and knowledge of U.S. civics and history *or else* satisfactory pursuit of those proficiencies with certification of minimum enrollment (40 hours' attendance) in a course of at least 60 hours in length that is designed to lead to such competency. A continuing lack of clarity regarding the Immigration and Naturalization Service regulations pertaining to such proficiencies and courses has made it difficult to pinpoint the exact number of people who will require these courses. Our best estimate is that 856,000 pre-1982 immigrants may need to enroll in them in order to meet the Immigration and Naturalization Service requirements for adjustment.
- However, in addition to this legalization goal, California has an additional goal of addressing the educational needs of the eligible legalized alien population. For planning purposes, these needs or demand for education are probably more relevant to program and budget planning than Scenario 1. In this second scenario, we estimate that the actual likely demand and need will be 1 million eligible legalized aliens.
- A third scenario includes all those eligible legalized aliens who are potentially eligible to receive educational services under the state grants program. This third figure is 1.5 million (see Part Two, "The Need for Educational Services").

## The Supply of Courses

Educational providers within California have demonstrated a strong commitment to proceed with the implementation of the State Legalization Impact Assistance



Grants Program in spite of the lack of clarity about Immigration and Naturalization Service regulations, delays in establishing and clarifying State regulations, and a vacuum of information about anticipated levels of need and demand. Providers funded through the state grants program plan to provide a projected 1,082,000 slots over its first three-year period. On the whole, the actual demand for courses has far exceeded the plans and estimates of both State planners and local providers, and providers have stretched programs to incorporate almost 20 percent more eligible legalized aliens than they planned. In addition to the State grant program capacity, there is an additional untapped potential capacity among the 165 or more educational programs in California that offer courses in citizenship or English as a second language but are not now part of the state grants program.

While the statewide supply appears adequate to meet the need, there is a critical mismatch of services with need at the local level. Forty-eight counties are projected to have an insufficient supply of courses. Twenty have critical shortfalls (see Part Three, "Supply of Educational Services").

There is still uncertainty as to how demand for classes will be phased over the years of the program, and close monitoring by the State will be essential to ensure an adequate supply to meet the need and demand.

Overall implementation of the program, including ensuring adequate numbers of courses and adequate quality in the courses offered, is being hampered by several factors:

- Inadequate State-level coordination as information has become available on demand and need;
- Role conflict between State agencies involved in implementation of the Immigration Reform and Control Act and that report to separate Constitutional officers;
- State budget action that has restricted the flexibility of State grant program funds;
- An understaffed Immigration Reform and Control Act Unit within the State Department of Education that has prevented timely development of regulations, resulted in a slow processing of applications for State grant program approval and a critically-delayed reimbursement process, and resulted in minimal technical assistance to the field;
- Demand that exceeds the supply resulting in very large class sizes, waiting lists, and a data vacuum about anticipated need/demand; and
- Inadequate funding formulas that present significant disincentives for certain types of providers to become involved in serving eligible legalized aliens under the program (see Part Four, "Quality of Educational Services").

## Issues for State Policy

Policy analysts had to establish the State Legalization Impact Assistance Grant plan without solid information about the total number of eligible legalized aliens, levels of need, or likely patterns of utilization. Data now show that the assumptions of need and demand upon which the State plan were based were very low, resulting in a budget that is inadequate both in its scheduling and total allotment to address the emerging need and demand for educational services (see Part Five, "The State Role: Policy and Coordination").

Based upon our estimates, California can expect a shortfall of approximately \$143 million in the 1988-89 year and an overall shortfall in the full allotment for educational services of between \$130 and \$392 million, depending on whether critical revisions are made in funding formulas, and how the need and demand for services phases itself over the next few years (see Part Six, "Funding Issues").

This report makes nine major recommendations designed to maximize the number of eligible legalized aliens who complete the second-phase amnesty process; ensure high quality in educational programs that address the educational needs of the eligible legalized alien population; maximize the use of federal State Legalization Impact Assistance Grant funds; and pave the way to planning for the long-term impact of the legalization program on California's educational system and economy. These recommendations are as follows:

1. California's anticipated fiscal-year 1988-89 shortfall of approximately \$143.5 million in State Legalization Impact Assistance Grant funds should be addressed immediately in order to enable educational providers to continue operation.
  2. The State should give first priority for funding under the State Legalization Impact Assistance Grant Program to counties with anticipated shortfall of services. These counties should give first priority enrollment to pre-1982 immigrants who require courses to fulfill the requirements of the Immigration and Naturalization Service for adjustment to permanent residency status.
  3. If California is unable to ensure adequate course availability for those pre-1982 immigrants who need educational services in order to adjust to permanent residency status, the Legislature and the Governor should exert all possible influence with Congress and the Immigration and Naturalization Service to extend the December 1990 deadline for these immigrants' adjustment to permanent residency status on the basis that the State does not have adequate course availability to assist them to meet requirements.
-

- 4. The Legislature should institute a strong leadership and oversight role in implementing the Immigration Reform and Control Act in California through a program that includes an oversight and quality control mechanism and a mediation mechanism to mitigate conflicts between agencies involved in implementing the Immigration Reform and Control Act.**
- 5. The Legislature should convene a legislative task force to consider the long-term impact of the legalizing population upon adult education and to recommend policy initiatives to ease the transfer of fiscal burden from federal to State funds.**
- 6. A formal working group that reports to the Legislature and is comprised of high-level representatives of all major agencies and offices involved in implementing the Immigration Reform and Control Act should be established to improve statewide monitoring processes and State-level planning and coordination among these agencies.**
- 7. The State Department of Education should continue high-level staff involvement in managing the Immigration Reform and Control Act Unit and intensify its efforts to staff the unit adequately. It should immediately review and revise current professional and clerical staffing for the unit and, with the full cooperation of the Department of Finance and the Health and Welfare Agency, expedite acquisition of necessary staff.**
- 8. In order to ensure a coordinated and adequate level of educational services in currently underserved and unserved counties, the Department of Education should immediately convene county-level planning groups in counties of concern, and institute a prioritizing system in the approval of applications for program funding.**
- 9. To encourage continued service levels and expansion of programs, as well as to maximize use of federal funds, funding disincentives under the state grants program should be reduced and funding formulas should be adjusted to more adequately reflect costs and program needs. The community college reimbursement rate should be raised immediately to the level of regular non-credit reimbursement rate -- \$2.85 per hour. Excess allowable costs should be more broadly defined so that costs incurred by providers can be reimbursed. Of greatest importance, child-care costs should become allowable reimbursement expenses (see Part Seven, "Conclusions and Recommendations").**

## Appendix C

## Summary of Task Force Meetings

NOTE. In Assembly Concurrent Resolution 128, the Legislature asked the Commission to "consult with representatives of the Superintendent of Public Instruction, the Chancellor of the California Community Colleges, nonprofit community-based organization providers, and other current and potential providers of Immigration Reform and Control Act educational services, as well as the consumers of these educational services, to consider the long-term impact of legalization applicants upon adult and community college education within the context of existing unmet educational needs." The Legislature stated that "based upon the advice and recommendations of these various groups," the Commission should then submit its own policy recommendations

The Commission established the ACR 128 Task Force to fulfill this request. Kevin G. Woolfork and Diana Fuentes-Michel of the Commission staff convened its three meetings, which are described below.

### Meeting of June 28, 1991

#### *Task force members present*

Saeed Ali, Program Coordinator, Amnesty Education, Chancellor's Office, California Community Colleges

Angel Islas, Student, Fremont Adult School, Sacramento

Tom Lee, Manager, Immigration Reform and Control Act Program, California Department of Social Services

Robert Marr, Senior Planner, State Employment Development Department

Jose Michel, Educational Standards and Evaluation, Chancellor's Office, California Community Colleges

John Schaeffer, Director, Amnesty Education Office, California Department of Education

Salvador Villasenor, Assistant Legislative Representative, Governmental Affairs Office, California Department of Education

Maria Theresa Viramontes, District Office Representative for Assembly Member Bob Campbell, Richmond

#### *Others present*

Bob Buckenmeyer, Chancellor's Office, California Community Colleges

Charles Ratliff, California Postsecondary Education Commission

#### *Call to order*

Kevin Woolfork and Diana Fuentes-Michel of the Commission staff convened the first meeting of the ACR 128 Task Force at 9:00 a. m. in the offices of the California Postsecondary Education Commission in Sacramento. Members from the Los Angeles area were absent due to an early-morning earthquake that resulted in disrupted airline service and travel plans

#### *Discussion*

Much of the first two hours of the meeting was spent discussing the general themes that had emerged during the IRCA/SLIAG program and any available from amnesty service providers that might quantify the educational and employment training needs and progress of the new Californians. Representatives of the California Department of Education and the Chancellor's Office of the California Community Colleges all noted that when IRCA was enacted, and particularly when it was implemented in California, no assessment measures were planned. The 1987 federal regulations that operationalized IRCA did not even mention "exit" data assessment, the push at that time was to distribute the SLIAG funds as quickly as possible. Commission staff then asked the Department and Chancellor's Office representatives to generate mailing labels of public and private amnesty educational institutions so that the Commission could

contact them to see if they had collected outcome information on their clients.

Commission staff then discussed with Department representatives the viability of identifying any successful English as a Second Language programs that may exist in the K-12 sector that could be used to develop criteria to gauge how well the amnesty education programs have worked for the new Californians. A similar discussion regarding basic skills programs was then held with representatives of the Chancellor's Office. The Task Force determined that these were not viable options because of the lack of systemwide information on the provision of these services available from either segment.

Charles Ratliff of the Commission staff then briefly discussed his proposed work on the educational progression of students, under legislative directives SCR 103 and SCR 106. The first is a "remediation and retention" study that seeks to look at the role of pre-college instruction and a specific set of academic support services in overall campus retention strategies. Mr. Ratliff reported that data is being solicited and collected on the processes used to determine what students' particular needs are, how those academic and support needs are addressed, how progress is monitored and measured, and what is the likely future demand for academic support services. Mr. Ratliff then described the second study as one of the State's "educational pipeline" is multi-faceted and, therefore, he focused upon the English language and basic skills portions of it for the Task Force's benefit. He said his studies hoped to tap into the progress of new Californian and other immigrants presently in adult school education programs who will eventually matriculate into the State's traditional postsecondary education systems. Members of the Task Force asked several questions about data collection and the construct of the studies.

The Task Force members were then asked to identify topics related to ACR 128 that they would like to see the Commission include in the report. Representatives of the California Department of Education reiterated their earlier concern about trying to define "success" in terms of tracking progress of new Californians in IRCA/SLIAG-funded amnesty programs. They said this task would be difficult due to the nature of the clients and the limited funding provided to the program. They noted that some amnesty applicants stayed in the English as a

Second Language and basic skills programs for more than a hundred hours, while other stayed in for the minimum 40 hours -- all that the State paid for -- while it takes hundreds of hours of literacy instruction to make measurable progress in obtaining literacy skills in a new language.

Given the lack of pre-test and post-test information on the English language programs accessed by new Californians, average hours of attendance was suggested as a possible option for establishing baseline measures of how much progress these students have made. The assumption was that a person lacking English-language skills who stayed in class for 100 hours would be farther along in the acquisition of those skills than a person who attended for only 40 hours. A caution was sounded that in research on traditional postsecondary education, it has been found that "seat time" does not automatically translate into academic progress.

The "cap" in place on funding the State's adult education programs was also discussed. Commission staff requested information from the California Department of Education and the Chancellor's Office of the California Community Colleges on where their respective districts stood in relation to the cap, that is, how much room exists in how many districts to absorb additional students (ESL, basic skills, or otherwise). Further, they were asked to provide any policy changes being discussed by their respective governing boards on possible statutory changes in the construct of the adult education program funding caps. Commission staff then reminded those representatives that they had been asked to supply information and explanations of credit vs. non-credit ESL/basic skills instruction.

Commission staff then asked all of the agencies represented on the Task Force what they were doing regarding new Californians, in terms of new programs or other assistance. Representatives of the Department of Social Services responded first, indicating that they provide some health and all general assistance services to new Californians. Since no prior data had been collected on new Californians, the Department of Social Services had attempted to measure the needs of new Californians by seeing whether, behaviorally, they paralleled any existing, demographically similar, service populations. The representatives said that the Department's projections had been very far off the mark in estimating the needs of this population. They had initially pro-

jected that new Californians would access \$40 million in public assistance programs in an earlier fiscal year, whereas actual expenditures were only \$235,000 for that year. These representatives said that the initial fear towards public officials existing among new Californians may have helped depress their enrollment in these programs.

These representatives said that they have seen steady growth in enrollments since that time, though the rates were still far lower than had been anticipated. Commission staff pointed out that other research by Hayes-Bautista and CASAS had also shown that this population tended not to access public health care at substantial rates. Research generally assumes that once this population become more comfortable with the public agencies in this country their rates of utilization of public services, including public health and public assistance, will increase to levels similar to other groups. Discussion then ensued of other characteristics of this population that appear to imply greater independence that dependence on government programs, such as lower rates of usage of childcare, public transit, and public counseling than is "average."

Representatives of the Employment Development Department spoke of their program's focus and their data base; they mentioned unemployment insurance as one program where people who were formerly undocumented but worked in this country later sought unemployment benefits. These representatives said that their research on agricultural employment demographics would tie most closely into the seasonal agricultural workers sub-group of new Californians. They said that their data show these agricultural workers as a basically "family oriented" group, with all of the traditional behaviors exhibited by groups with strong family values. These representatives said that they encourage newly legalized persons to seek out Job Training Partnership Act (JTPA) services, as this program is specifically exempted from the five-year prohibition on accessing federally funded programs.

In a brief discussion on eventual educational and economic outcomes, a question arose over what "bottomline" employment outcomes are anticipated for this group, keeping in mind the differences between the seasonal agricultural workers and "Pre-'82s." "Gainful" employment for the agricultural workers will likely be at a lower level than for Pre-'82s, as agricultural workers from all demogra-

phic groups have less advanced employment outcomes as goals than more stable workforces, whereas most Pre-'82s may pursue advanced education and job training programs leading to higher-level technical and professional jobs. It was noted that most State job training programs (JTPA, CETA, GAIN, etc.) seek to prepare clients for only basic, entry-level employment, understanding the practical and financial limitations on public funding for employment development programs. In addition, employment "success" for refugee populations in many federally funded programs is defined as employment in a minimum wage job. The question was asked if the Commission anticipated setting a higher goal for new Californians than for other groups.

Commission staff responded that they initially envisioned that the employment and educational goals for this population would be to achieve rates similar to those for other populations. For example, the average employed Californian has the equivalent of a 12-grade education, thus no goal lower than this would be defined as "success" for new Californians. Other Task Force members stated that the goals of economic assimilation assumed that more than entry-level skills would be sought as a goal for this population but under the rubric of enhancing and improving existing State programs (such as adult education) to help prepare people for better, higher skilled jobs. It was noted here that a lack of language skills should be differentiated from a lack of job skills, as many immigrants inside and out of this group already have gainful employment and marketable job skills and are hampered only by their lack of English literacy skills. The hope is that English language and some basic skills academic instruction would help these people translate their existing job skills into enhanced opportunities for advancement.

Other ideas for study were also presented, including the impacts of continued (non-IRCA) immigration on California's adult education and job training programs and the general employment of the State. It was suggested that if Commission resources permit, the staff should invite Georges Vernes from the RAND Corporation, Linda Wong from California Tomorrow, David Hayes-Bautista from UCLA, and other experts to come and discuss topics related immigration and integration of new populations into the State's economic structure.

Finally, Angel Islas, an amnesty student member of the Task Force, spoke about the program. He said that he appreciated the opportunity to be a member of a policy-making body and hoped his English would be strong enough for him to contribute to the discussions. Several Task Force members asked him about his experiences in the amnesty program and his present employment. He responded very positively about the program he was enrolled in and said that he has 70 friends in the school and that all of them work at, essentially, low-wage jobs. He said he was very hopeful of getting better jobs in the future. He said, as a personal example, that he was studying the handling of hazardous industrial and agricultural wastes in a job training program for his job. He said that an instructor at his school had taken an interest in his well-being and helped him obtain the training he needed.

Task Force members noted how Mr. Islas's experiences tie into needs for enhanced English literacy skills, as the Environmental Protection Agency and other governmental organizations have put most industries under pressure to assure the proper handling of such wastes and that industries who hire large numbers of English-deficient workers now need to obtain English literacy training in addition to specific-skills training, to understand the new, more complex environmental regulations surrounding the handling of most waste. This point also ties into increasing concerns about worker safety for agricultural and industrial workers, as the materials they use become more complex and volatile.

Other points discussed at the conclusion of the meeting included references to the naturalization process and projections of eventual rates of citizenship among new Californians and the behavior of "citizens" as opposed to those immigrants here legally but only "naturalized." It was also suggested that information be included on the millions of other immigrants in the State at this time -- California presently is home to approximately six million immigrants -- and the 200,000 immigrants (documented and undocumented) a year California receives and will continue to receive in the future. The same adult education programs and job service programs, their strengths and weaknesses, being discussed in the context of new Californians also impact these other immigrants and refugees from

different cultures and backgrounds. It is hoped that any changes to the State's present systems of English language and basic skills instruction, job training programs, and the like, would also make these programs more efficient and cost-effective in meeting the needs of other immigrant groups.

Commission staff thanked all of the Task Force members for attending this meeting and said that a second meeting would be held in southern California sometime within the next two months. They said that IRCA/SLIAG amnesty education program providers and participants would probably be invited to that meeting and that if another meeting were needed, it might be held in the Bay Area or Central Valley to hear the ideas and concerns of amnesty education representatives in those areas. Commission staff also committed to including the ideas presented at these additional meetings in the final work product. Staff of the Department of Education and the Chancellor's Office agreed to provide the information sought by Commission staff at this meeting.

#### *Other comments received*

Raoul Aroz of Catholic Charities of Los Angeles, Inc -- the representative on the Task Force from a community-based organization -- who was unable to attend the meeting provided some comments on the ACR 128 process in a phone conversation. He said that in addition to all other facets, the final ACR 128 report should address the following points:

- 1 The education programs should seek to not only educate adults in the usual sense but also to educate adults about the value of education and how this value can be transferred to their children. This would positively impact the drop-out rate and improve future employment prospects.
- 2 For multi-service agencies (primarily community-based organizations), education has been necessarily integrated into every other service provided. Thus, instilling the value of education via the public assistance and public health programs as well as through the education programs is important to ensure the continued growth of the new Californians.

## **Meeting of July 24, 1991**

### *Task force members present*

Saeed Ali, Program Coordinator, Amnesty Education, Chancellor's Office, California Community Colleges

Martin Bautista, Student, Glendale College

Jose Michel, Educational Standards and Evaluation, Chancellor's Office, California Community Colleges

Domingo A. Rodriguez, Coordinator, Adult ESL/Amnesty and Citizenship Programs, Los Angeles Unified School District

Rodrigo Torres, Conference for Integral and Vital Instruction (CIVIC), Sacramento

### *Alternate present*

Autumn Keltner representing Jack Shaeffer of the California Department of Education

### *Call to order*

Kevin Woolfork of the Commission staff convened the second ACR 128 Task Force meeting at 9:58 a.m., July 24, 1991, at Los Angeles City College.

### *Welcome by President Robledo and Mr Woolfork*

Los Angeles City College President Jose Robledo welcomed to the campus the 35 or so persons in attendance at this meeting. Dr. Robledo spoke briefly about the large number of new Californians who have been educated at Los Angeles City College and his expectations that the College would continue to play a significant role in helping this group move further into the educational and economic mainstream of the State. He extended a warm welcome to all of the providers of educational services present and noted that each of them provide important services to this group.

Mr. Woolfork then added his welcome to that of President Robledo. He said that the Commission understood the importance of the ACR 128 project and that he and co-author Diana Fuentes-Michel were in the process of conferring with representatives from all aspects of the amnesty education community, including public and private sector educators, job training programs, and the clients themselves. He stated that the ACR 128 Task Force had

met in the Commission's offices on June 28 but that since none of the Southern California representatives were able to attend that meeting, the group decided to hold a meeting in Los Angeles. He noted that Angel Islas, a student at Fremont Adult School in Sacramento and a member of the Task Force, was absent but had submitted written testimony. He said the purpose of the meeting was to solicit input from all the people in attendance on their general experiences in the amnesty education program and, more specifically, what the ACR 128 report should focus upon.

### *Presentations*

Mr. Saeed Ali, Director of the Amnesty Education Program for the Chancellor's Office of the California Community Colleges, then spoke about his expectations for the ACR 128 study. Mr. Ali said that the report was an important opportunity to plan for the inclusion of not only the 1.2 million new Californians covered under IRCA but also the three to four million other immigrants currently residing in California. Mr. Ali said that, essentially, the report should focus on the basic question: what can be done to make this and other immigrant populations more productive and successful as they assimilate into our society. He expressed concerns about the lack of funding available to effectively complete the job started by IRCA. Finally, he said that much more data is needed on how effective and efficient present-day educational services are for immigrant students. With these data, needed reforms could be implemented to improve the services and the likelihood of educational and employment success for the new Californians.

Autumn Keltner from the San Diego Unified School District, representing the California Department of Education, described the Department's Education Transition Plan. She noted the recommendations in the plan, including the following: (1) that the State urge the federal government to extend the eligibility period of all amnesty applicants for federal funds through September 30, 1994, (2) that these funds be provided directly to the California Department of Education rather than through the State Health and Welfare Agency, as is current practice, and (3) that the California Department of Education sponsor a conference of representatives from all aspects of the immigrant assimilation issue to review the Education Transition Plan and suggest



strategies to implement the plan. She concluded by stating that significantly more funding is needed to provide essential educational services to the new Californians.

Mr. Woolfork thanked the representatives from the Chancellor's Office and the Department of Education for their opening remarks. He then asked everyone at the meeting to introduce themselves and said that each person present would be given three to four minutes to speak on these issues and afterwards the audience and committee would engage in a more open discussion of the comments made by those in attendance. The audience consisted of educators and administrators of adult school and community college representatives and a great many operators of community-based organizations who have been involved in amnesty education since its inception in 1987. Some new Californians who were currently enrolled in various educational programs were also in the audience.

The first speaker was Ms. Maria Perman, a representative from Sweetwater Unified High School District. She spoke of the basic skills needs of the new Californians, noting the fact that so many of them are not literate in their primary languages makes it all the more difficult for them to effectively learn English. She also spoke of the need for continued and increased funding for amnesty education. Finally, she said that many ancillary student services are needed for these students, particularly child care, educational supplies, and transportation to and from school sites. She added that schools needed the funds to schedule more flexible class hours, and to take into account the fact that the vast majority of these students work long hours every week.

A second representative of a K-12 district also spoke of the need for more money for adult education programs in general and amnesty education programs in particular. She also suggested that students be given incentives for continuing their education beyond the minimum amounts required under IRCA. This would likely increase the new Californians knowledge base and ease their transition into the general population.

Another K-12 representative echoed the need for increased funding for adult educational services due to the expanding population of persons requesting access to these programs. He said that the pro-

grams utilized by amnesty applicants needed a larger health services component, as many new Californians in need of basic medical care were still reticent to use regular county hospitals. He also mentioned that a great number of the new Californians were highly skilled professionals in their homelands and that services need to be immediately provided to them to assist their assimilation into American society. He cited an example of an amnesty applicant who was a physician and had been told that the evaluation and licensing process he would have to go through in order to practice medicine in this country would take three or more years. He said that long before this, the physician would have gained a mastery of English but would still be unable to earn a living in his profession.

He also said that the federal and State regulations governing the IRCA program were too stringent and that more flexibility was needed at the local level to operate flexible programs. He cited, as example, the relative lack of restrictions and documentation requirements for public health programs receiving SLIAG funds for providing services to the amnesty population. Finally, he said that the use of paraprofessionals for tutoring these students would stretch the existing funds further and provided a greater level of service to the students.

Rodrigo Torres of the Conference for Integral and Vital Instruction (CIVIC) in Sacramento and a member of the Task Force then briefly addressed the critical need for more monies for adult education, both under SLIAG and from other fund sources, to address the problem of illiteracy statewide among adults. He said that community-based organizations should have a continued role in educating amnesty applicants beyond the SLIAG program.

The next speaker -- an instructor from a community-based organization, then pointed to the fact that most of these people who are labeled as new Californians are, in fact, old Californians who were as indigenous to this State as any people, thus their collective heritage should be respected even as they are assimilated into the majority culture. He said that with their economic productivity and educational persistence, they had put the lie to the negative stereotypes about "Lazy Mexicans, going on welfare" -- to quote him. He mentioned the high rate of employment among new Californians, some of whom work two to three jobs, 60 hours a week, along with their civic-minded attitudes. He said

that assuming sufficient educational resources are provided, this population of persons would end up as substantial net givers, not receivers, as measured by taxes paid versus social services received and that this fact should be reflected in our report

This speaker then suggested that community-based organizations be continued in the loop of providers of educational services to amnesty applicants and illiterate adults. He said that many such students need basic survival skills that the community-based organizations were best at providing in the locations where the students are, and that these organizations can help them overcome their fears of traditional education institutions while improving their English and ability to benefit from public sector English language instruction. He suggested that the ACR 128 report look into the development of a "transfer function" whereby students can attend community-based organizations for some basic instruction and assimilation and then cycle into an adult school or community college for more English language and basic skills instruction or into job training programs

Father Patricio Guillen, a priest who runs a community-based organization, spoke next. He said that community-based organizations such as his have been involved in the acculturation process of immigrants as long as any institution. He said that their interactions with the new Californians has softened the "culture shock" that would hinder the immigrants' educational attainments. Unlike most other representatives, Father Guillen spoke of the need for providing the new Californians with a "holistic" education -- one emphasizing personal growth and responsibility as much as job training for economic mobility. He said job-driven education and training is limiting and tend to impinge upon the immigrants' sense of heritage. Finally, he said that adult education programs should respect the immigrants' cultural differences -- something he fears is not happening presently

Enrique Murillo and Richard Rivera from OLLIN Corporation Educational Services -- a community-based organization -- spoke next. They said that the newly legalized immigrants needed training for employment beyond the traditional preparation for entry-level employment and that additional funding for employment training would be needed for the more advanced vocational training

The next provider, also from a community-based organization, and most of those following him, echoed many of the comments given earlier, particularly the need for more funding for educational services for the new Californians. He added that whether these funds are federal or State, they should be funneled to the providers directly through the California Department of Education and not through the State's Health and Welfare Agency. He and many other speakers were strongly critical of that agency, stating that their focus was generally on providing monies for public health and assistance and not on helping the new immigrants. He also supported the Department of Education's Education Transition Plan, particularly the recommendation for a conference of State and local officials and providers.

A community college district representative then spoke of the need to lift the present cap on State-funded average daily attendance (ADA). He said that the need for continuing education for the amnesty applicants is just as great now as it was back in 1987 when the programs began.

Ms. Rose Dosta of "Community College Educators of New Californians" next reported that the chief goal of the ACR 128 process should be, at least, the beginning of the establishment of a comprehensive State policy on the assimilation of this group. Such a policy would cover all aspects of the process of bringing immigrants into the mainstream of society, including: English language, basic skills, and other adult education, vocational instruction, job training, and social services (such as provision of child care, information about legal protections, and available medical services). Ms. Dosta also said that those involved in the ACR 128 process need to "sell" the amnesty assimilation process to State and local administrators in order to garner their support for increased funding. She said the report should measure "the costs vs. the benefits" of this population -- that is, how much the State can gain economically, culturally and otherwise, by providing needed services to the new Californians as opposed to the tremendous short and long-term social costs of not providing these services. Finally, Ms. Dosta said that the report should emphasize the positive aspects and great potential of this population, so that the focus isn't just on the significant costs associated with providing them additional services.

Martin Bautista, a member of the ACR 128 Task Force and a student enrolled in Glendale College's

amnesty education program, spoke next. He described the need to ensure education of the new Californians in their native languages in order to increase their success in English language courses. He said it was difficult if not impossible for new immigrants to quickly learn English if they have difficulty reading and understanding their primary language.

Ms. Guadalupe Anguiano of Ventura Community College's amnesty education program next described the success her college has had in using bilingual education to assist in assimilation. She lamented the decisions made at the State and federal level to focus so much funding on social services, because the real needs of this community are for continued education and job training. She also said she supported the proposed California Department of Education conference to plan future services to the new Californians.

Ms. Anguiano then addressed the issue of job training, particularly the future involvement of the Job Training Partnership Act (JTPA). She said that JTPA needs direction and assistance from groups such as those assembled here in communicating with employers to help determine their needs. She said that currently too many employers have to go to JTPA to communicate their needs and that the reverse should be happening -- JTPA should be going to employers to solicit information about their employment needs. As an example of the potential job market for multicultural persons, such as the new Californians, Ms. Anguiano spoke of the experiences of a Pacific Bell office in her area. She said that her local Pacific Bell had decided to open two large service centers -- one an Hispanic Service Center and one an Asian Service Center. Ms. Anguiano said they advertised for several dozen entry-level jobs with a starting pay of \$350 a week and good chances for advancement. Unfortunately, she said that they have had a difficult time finding bilingual employees to staff both centers, despite the large number of Latinos and first, second, and third generation immigrants from the Asian continent in the region. Ms. Anguiano said that with sufficient adult education and basic skills training, and with coordination of job training through JTPA, these are the kinds of upwardly mobile employment opportunities that the new Californians can easily attain and she hoped they would be given the opportunity to compete for such jobs.

Domingo Rodriguez, Coordinator of the Amnesty Program at the Los Angeles Unified School District and a member of the Task Force, then spoke in support of the Department of Education's proposed education transition plan. Dr. Rodriguez said that his group would submit its own position paper to the task force; he expressed the need for increased funding for English as a second language and other amnesty education services.

Ms. Keltner then spoke of an immediate potential funding problem for the amnesty education community. She said that the Department of Education had been informed that nearly half of the \$40.8 million in SLIAG funds allocated for educational services in the just-signed 1991-92 fiscal year was in jeopardy. Apparently, the California Department of Finance has requested that \$20 million of these funds be removed from the education budget and that the transition plan called for from the Department be based upon the assumption that SLIAG-funded educational services will only be provided to those amnesty applicants still in need of the initial certificates of satisfactory progress from the Immigration and Naturalization Service. Ms. Keltner said that the Department of Finance had used very conservatively estimated data from the Immigration and Naturalization Service to show that only between 10,000 and 40,000 persons were in need of these certificates. She said this action would decimate the program and was in need of further study and reaction from the amnesty education community. Other conference attendees who are members of the department's IRCA Statewide Advisory Committee confirmed this information, based on their understandings of the letter from the Department of Finance, and also called for action to oppose the position taken by that department.

Another Los Angeles area educator followed, saying that current literacy training needs to evolve into more effective and efficient programs than we have at present. She said that incentives need to be provided for curricular research to develop better, faster ESL and assimilation programs. She also called for more coordination among State agencies involved in overseeing these operations, noting that the various administrative entities often give conflicting information to local service providers. She then asked that adult education for new Californians be continued with less required paperwork, less bureaucracy, and more local flexibility. Final-

ly, she said that these programs need to be operated as "full service" centers for amnesty applicants, coordinating education, job training, and social services

A representative of the AFL-CIO addressed the audience on the important role community organizations has always played in assisting immigrant populations. He said that he and other community-based organizations that were "Qualified Designated Entities" (QDEs) want to maintain access to public funds for providing services to new Californians. He called for representatives of this group to become more politically active, saying that "squeaky wheels" get attention in a democracy. He cited the recent decision of the Secretary of Commerce not to adjust the 1990 census to account for people who were overlooked during the initial count as an example of the perceived political powerlessness of this group. He said he sees it as more than just a coincidence that the census would undercount this particular group, mostly consisting of underrepresented ethnic minorities. He described this as part of a larger pattern of "underserving" this group and reiterated then need for political organization and activity among the new Californians.

Barbara Phelps, in charge of Outreach Services for the Los Angeles YWCA, articulated some of the additional needs of the immigrant community and spoke of the need for increased future funding of these services. She said that the acculturation process is a difficult one for any immigrant and that sufficient education should be provided to the new Californians to make sure they are not exploited on their jobs and in their communities. She also asked that community-based organizations continue to be involved in the education process.

Another representative of a community-based organization spoke next. He said that such organizations should continue to be an integral part of amnesty education in the future and that more effort needs to be put into outreach, particularly for bilingual instruction. He said that quality bilingual is an essential need for the new Californians and that it is important that State planners take this into account when deciding how to continue these services. He lamented that most State officials appear more interested in the "technocratic" aspects of these services than in the human beings involved. He also expressed frustration with officials in Sacramento who routinely send out conflicting regulations to

the providers and who appear unconcerned with the impact their decisions have on the providers and consumers of amnesty services. He concluded that until State and local officials become as concerned with the individuals who comprise the new Californians as they are, the numbers and statistics used to make decisions about them, providers -- particularly private sector ones -- would be unable to maximize their services to this needy group.

Joe Flores of the Los Angeles Community College District said that the focus of debating the split of SLIAG monies between public health, assistance, and adult education serves no one and needs to be put aside. He said that the new Californians have needs in all of these areas and that the Task Force should try to resolve this dispute. He continued, "There are those in power who do not want this population to succeed," and that the education community should not play into their hands by letting their services get bogged down in internecine warfare over how to divvy up the federal monies. He concluded that more monies are definitely needed for educational services for the new Californians and unless it is provided, a great many of the amnesty applicants will end up on welfare -- a sad irony for such a hardworking and independent population.

An educator from Santa Maria next described the educational needs of the younger members of this immigrant community -- tomorrow's adults. She said that with the dropout problems among all of today's youth, State and local officials need to be educated as to the needs of the younger new Californians. She said that all of us assembled also need to acknowledge the "non-Mexican" indigenous people's who comprise the new Californians. She said that many still identify with specific states and Indian tribes within countries in Central and South America. She said that amnesty education programs need to be tailored to meet local needs.

The next speaker concurred with much of what had been stated earlier and added that better intersegmental cooperation is needed to assure that the new Californians will be able to continue their education further as they become integrated into the mainstream of society. She concluded that more outreach and child care services are also needed.

The next speaker reiterated the need for more money for educational services and for more curricular

research. She also suggested greater collaboration among providers to take advantage of the strengths some of the programs offer. She said, for example, if her location had invested resources in child care centers and another provider had developed a good transportation network for clients, the two could work together to transport some clients to the school with the child care center and have them attend classes there.

Robert J. Adanto of Pasadena City College summed up most of the previous comments in a call for increased future funding to operationalize all of the suggestions for improved educational services to amnesty applicants. He then described the struggle on his particular campus to recoup SLIAG monies charged against the program by the district office to cover "allocated support costs" -- these charges are outside the allowed 8 percent overhead charge. Mr. Adanto, Mr. Michel from the Chancellor's Office, Mr. Woolfork from the Commission, and another community college amnesty director discussed this situation and agreed to seek further information on these additional administrative charges.

Don Moore from Los Angeles City College then spoke of the great benefits the 1.2 million new Californians bring to the State. He said that they are hard-working, strong advocates of democracy and culturally gifted. He also said that the State should lift its cap on funding for adult education and basic skill ADA. He said that the current system of reimbursing amnesty education providers should be changed because it is too uncertain for providers to rely upon in designing an educational program. He suggested that a plan of pre-payments to providers based upon estimates of attendance be developed.

Ms. Guadalupe Jara with Los Angeles Mission College spoke of the need to acculturate government officials and campus staff and instructors to the needs of new Californians. She also favored lifting the adult education funding cap and continue to offer services to all amnesty applicants who wish to continue their education.

Two amnesty students from Mission College then spoke. Ms. Ofelia Sanchez spoke of the wonderful opportunities in the United States but noted that language is a large barrier. She said she needed to continue her education and her English language skill development so that she can make the most of herself. She said that she did not want to spend the

rest of her life working in a fast food restaurant; she wants much more. She concluded, "If funds are cut off, so are my opportunities, my goals, and my dreams."

The other student, Raul Puente, spoke of the different motives many amnesty students have for learning English. He said that some students want to learn only enough English to become better socialized and accepted in their communities. Others, such as he, want to study English to improve their skills and be able to pursue further education and attain better employment and a promising future. He said that proposals to reduce funding for adult education programs threatens the future for all amnesty applicants.

Ms. Tracy Ellis of East Los Angeles College said the lack of money for more ESL courses is a significant handicap for public providers. She also said the educational service providers need to evolve their programs to meet the needs of the amnesty population, particularly needs in basic skill courses.

Tomas Gonzalez of CT Learning, Inc., in Fresno said that community-based organizations have played a vital role in the operation of the IRCA program and that they should continue. He said that community-based organizations have been able to go to the locations where the amnesty applicants are located and have been able to provide them with education in environments where they felt less intimidated. He cited as an example going to a horse racing track in the central valley and starting an amnesty education program, since that is where many of the students worked and lived. He also said that the State needs to face the facts that more than just amnesty applicants attend these courses. He reminded us that undocumented workers have historically been large users of adult education programs and of church and labor union educational offerings.

Regarding program content, Mr. Gonzalez said that an emphasis on "pre-literate" English and basic skill instruction has been lacking and needs to be increased. He reiterated the earlier stated needs for continued funding of public and private service providers and said that much more time is needed to educate and train the new Californians to compete for jobs. Mr. Gonzalez concluded that unless a greater emphasis is placed on education and job training and a lesser one on public assistance in the way money is allotted to those programs, a great

tragedy could occur. He said this population could very easily "unlearn" its present strong work ethic and possibly become dependent upon welfare programs as a permanent lifestyle if the encouragement of education and job training is withheld.

Another community-based organization instructor then spoke suggesting that providers of amnesty education services work closer with community service organizations and employers to assure that new Californians receive all of the services they are entitled to with as little contact with confusing bureaucracy as possible.

Carlos Nava of Mission College advocated continued funding of amnesty education services. He agreed that the cap on funded adult education ADA should be removed because colleges were already educating far more students in these programs than they being funded for under the cap. He concluded by saying that educators from all sectors must come together to push the State for continued funding for these and even greater services for new Californians.

Juan Jose Gutierrez of One-Stop Immigration centered his discussion on the recently released Department of Finance letter requesting substantial curtailment of amnesty education services. As a member of the K-12 IRCA advisory committee, he said that they were all in a state of shock over the Finance proposal. He said, "We are being asked to plan for our own termination." He noted that the mandate of the Department of Finance that further SLIAG-funded education only be provided to the 10,000 to 40,000 would mean the elimination of most community-based organization programs. Community-based organizations have served 43 percent of the hundreds of thousands of new Californians who have pursued permanent residency under IRCA. He said the estimate of applicants still requiring education to attain the certificate of satisfactory pursuit was artificially low to begin with, further, providing services to only this group would deny needed services to a great many more needy students. As had some other speakers before him, Mr. Gutierrez spoke in support of SB 112, he said that every survey of the amnesty applicants shows that education is their number one priority and that SB 112 was their only hope of providing existing SLIAG funds for their education. He then concluded, by commenting, that the focus of continued education for new Californians should not be overly fo-

cused on job training. He said that education providers should not limit the potential growth of this population by complying too readily with the job training needs of employers. While noting that most employers are honest and concerned about their employees, he said that the new Californians were a population highly susceptible to being exploited and that education providers should help guard against the potential of exploitation.

A Cerritos College representative supported much of the earlier testimony and reiterated that continued education would facilitate the continued independence of the new Californians from the welfare system. She said that the report should clearly lay out the alternatives to the State of either providing funding for education and job training or being prepared to live with the costly social consequences.

The final speaker was a community-based organization representative. He said that community-based organizations have done a good job and though they may not get much positive feedback from State and local officials, they should know that they have performed an important service to the State in eagerly accepting the challenge of educating the new Californians. He said that community-based organizations should press to maintain their place in the provision in amnesty education and said that the new Californians must be made more politically active in order to assure that they receive all of the services they are due.

At 1:04 p.m., Mr. Woolfork asked the participants to take a ten-minute break and return to have an open discussion of the issues raised by the morning testimony.

Mr. Woolfork reconvened the meeting at 1:15 p.m. and asked the question what can be done in the ACR 128 report to put some of the ideas presented in the morning testimony into action. Much of the discussion centered on the ideas to improve the delivery system of educational services to amnesty applicants. Maintaining community-based organizations and increasing their role as providers of adult education was also brought up in the discussion as were changes in the funding system for adult education and amnesty education and that the State allocate funds specifically for limited English proficiency (LEP) students.

The discussion ended at 2:10 p.m., and Mr. Woolfork thanked all of the participants for their contribu-

tions and congratulated Mr. Bautista, Mr. Puente, and Ms. Sanchez for their perseverance in pursuing their educational goals and their futures. He said that specific information requests for curriculum, program evaluations, and for general information on the programs and their clientele would follow in the weeks ahead. He also said that if there was enough interest, he and Ms. Michel of the Commission would host a meeting similar to this in the Northern Central Valley or in the Bay area.

The meeting was adjourned at 2:15 p.m.

Task Force member Angel Islas, a student at Fremont Adult School in Sacramento, was unable to attend this meeting, although he had attended the earlier meeting at the Commission's offices. Mr. Islas had at the earlier meeting expressed the need for continued funding for operation of adult education amnesty education programs, and he submitted a written statement on the amnesty programs at the Los Angeles meeting. Mr. Islas' statement notes there is a large number of Hispanic people in California, specifically in Sacramento, who have needs for basic skills education. Unfortunately, he points out, there isn't sufficient outreach in the media to let amnesty applicants and the limited-English-speaking Latino population, in general, know of the existence of these classes. He suggested increased advertising of these services in the media (newspapers, radio, television) and that, if possible, the State set up its own 1-800 number to provide this information. He said that while each school has its own information dissemination of schedules, classes, ancillary services, (child care, transportation, job training) etc., these services are only available within the school itself and are not generally effective in reaching the broader community.

Mr. Islas also expressed the sentiment -- raised often at the Los Angeles meeting -- that basic skills courses for amnesty applicants should be scheduled at more convenient times, since the majority of this population is employed full-time.

### **Meeting of February 5, 1992**

#### *Task force members present*

Saeed Ali, Program Coordinator, Amnesty

Education, Chancellor's Office, California Community Colleges

Tom Lee, Manager, Immigration Reform and Control Act Program, California Department of Social Services

Robert Marr, Senior Planner, State Employment Development Department

Jose Michel, Educational Standards and Evaluation, Chancellor's Office, California Community Colleges

John Schaeffer, Amnesty Education Office, California Department of Education

Salvador Villasenor, Assistant Legislative Representative, Governmental Affairs Office, California Department of Education

#### *Others present*

Bob Buckenmeyer, Chancellor's Office, California Community Colleges

#### *Call to order*

Kevin Woolfork and Diana Fuentes-Michel convened the third Task Force meeting on February 5, 1992, at 9:30 a.m. at the offices of the California Postsecondary Education Commission in Sacramento.

#### *General observations and conclusions*

Regarding the issue of the continued involvement of community-based organizations in servicing the new Californians as they join the general mix of adults seeking adult social services, Raoul Aroz of Catholic Charities commented that the larger and more established community-based organizations are generally highly client-focused and take an holistic view of the needs of their clients. That is, they try to integrate services to improve the job, health, educational, and emotional welfare of the client in order to help them compete more successfully in society. Mr. Aroz encouraged the establishment of more linkages of public and private social service agencies in the future in order to provide more efficient and effective networks of services to New Californians and others accessing these programs. He said that the flexibility of the community-based organizations should be carefully examined to see how it (and they) can be better integrated into the

State's adult education system to provide better outcomes for the adult students.

Mr Aroz also said that those people presently going through the amnesty process will, over time, tend to attract other immigrants to the legalization and naturalization process. The plus-side of this situation is that those seeking permanent citizenship have to pay a fee to begin the process, providing some marginal additional resources to pay for the needed services. The down-side will be if additional public and private resources are not provided to help maintain the economic viability of these persons (almost all of whom already possess some job skills) by providing them with necessary adult education and employment training services

Several Task Force members, including representatives of the California Department of Education and the Chancellor's Office of the California Community Colleges commented on the lack of information to evaluate the overall educational effectiveness of the amnesty education programs. They noted that the absence of these data severely handicaps planners in making recommendations on designing a more efficient system of education for adults. The IRCA/SLIAG program presented policy researchers with an ideal opportunity to study how the system worked for a large, yet focused, population who had very strong incentives to progress within a set period of time. Due to design problems and delays at the federal and State level -- and more importantly, the immediacy of need surrounding the advent of the IRCA/SLIAG program -- no evaluations components were requested by government agencies, nor were they included in the amnesty education programs (on a consistent, systemwide basis) of most providers

Domingo Rodriguez of the Los Angeles Unified School District, along with Mr Aroz and Saeed Ali from the Chancellor's Office and others raised the question of the respective roles of those education entities that provided amnesty education to new Californians in the future provision of services to these, and similar, groups. Specifically, they felt State policy direction is needed on what the legitimate role of each organization (in terms of State policy towards the target population) is. In addition, they feel that the State should solicit and evaluate information the respective operating procedures, costs and structures of each system, and the benefits gained by and the recipient population

of these services. Finally, they suggest that information be solicited on the reason new Californians made the choices of providers they did in seeking amnesty education services

Mr Rodriguez also spoke about the enrollment and funding pressures facing the State's K-12 districts' adult education programs, not only as relates to the end of SLIAG funding, but also because of the ever-increasing number of people in need of post-high school, yet non-collegiate, education. Mr. Rodriguez explained that the operation and per-student funding levels of school districts' "Concurrent Enrollment" programs were under question, and likely to be reduced in the upcoming budget year. Though this issue is not directly related to ACR 128, he noted that issues of funding for adult education and like-services directly impacts the availability of additional educational services for New Californians

Finally, Mr Ali commented that it is ironic, given the relative underfunding of the IRCA/SLIAG program, that the main beneficiary of the entire process of legalization and acculturation, from a tax revenue-generating perspective, will be the federal government in the form of income and other taxes. However, the states and local governments will face, by far, the largest expenditures and future costs related to the naturalization of this population. While some of these costs depend upon the overall success of the naturalization process (how many amnesty applicants eventually end up as "tax-receivers"), these costs are significant and borne mostly by the State and local governments. Mr Ali, concluded that, the federal/state relationship of "revenue collectors vs bill-payers" does not change even all persons covered under IRCA obtain and maintain employment and never go on any State/local social service, corrections or program, as the costs of absorption to the States are extensive.

#### *Ideas for further consideration*

The members of the task force offered the following ideas that provide background and context to the conclusions and recommendations contained in the executive summary of this report

- Longitudinal information is needed on how New Californians progress through the amnesty education programs they have attended if the present systems are to be made more efficient in



dealing with future immigrant and in-migrant populations.

- The relative priority of new residents to the State from both inside and outside of the United States -- in terms of politics, funding and policy -- should be debated and established by the State, so that potential service providers will be able to plan more effectively for whatever services are authorized by the State with a clear understanding of the State's contributions to these populations will be
- Future education programs directed towards migrant populations entering California should be focused and targeted, based upon established State plans and priorities. No matter how limited the State's fiscal resources to meet the needs of these communities may be at a given time, the priorities established by State policy makers should be reflected by targeting services to those

deemed to be their highest priority.

- The Free Trade Agreement with Mexico, international and interstate economic realities, and continued federal policy on immigration all mean that California will continue to receive large numbers of immigrant populations in the future. Studying, evaluating, fine-tuning, and most importantly improving the State's present acculturation service systems is the only way to develop a successful and cost-effective set of services for new residents to the State in need of education, employment and other services
- The basic question should be asked by the State to its service providers, as relates to adult education and job training: are the products marketed by service providers sensitive to the specific needs of their different target markets, such as new Californians and other target populations

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# CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

**T**HE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and advice to the Governor and Legislature

## Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of April 1993, the Commissioners representing the general public are:

Henry Der, San Francisco; *Chair*  
C. Thomas Dean, Long Beach, *Vice Chair*  
Mim Andelson, Los Angeles  
Tong Soo Chung, Los Angeles  
Helen Z. Hansen, Long Beach  
Mari-Luci Jaramillo, Emeryville  
Lowell J. Paige, El Macero  
Stephen P. Teale, M.D., Modesto

Representatives of the segments are

Alice J. Gozales, Rocklin, appointed by the Regents of the University of California,  
Yvonne W. Larsen, San Diego, appointed by the California State Board of Education,  
Timothy P. Harding, Rancho Santa Fe; appointed by the Board of Governors of the California Community Colleges;  
Ted J. Saenger, San Francisco, appointed by the Trustees of the California State University,  
Kuhl M. Smeby, Pasadena, appointed by the Governor to represent California's independent colleges and universities; and  
Harry Wugalter, Ventura, appointed by the Council for Private Postsecondary and Vocational Education.

The student representatives are:

Christopher A. Lowe, Placentia  
Beverly A. Sandeen, Costa Mesa

## Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

## Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren H. Fox, Ph.D., who is appointed by the Commission. Further information about the Commission, its work, and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 95814-2938, telephone (916) 445-7933.

## Meeting the Educational Needs of the New Californians

### California Postsecondary Education Commission Report 92-11

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Recent reports of the Commission include:

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**91-14** Supplemental Report on Academic Salaries, 1990-91: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Supplemental Language to the 1979, 1981, and 1990 Budget Acts (September 1991)

**91-15** Approval of Las Positas College in Livermore: A Report to the Governor and Legislature on the Development of Las Positas College -- Formerly the Livermore Education Center of Chabot College (September 1991)

**91-16** Update on Long-Range Planning Activities. Report of the Executive Director, September 16, 1991 (September 1991)

**91-17** The Role, Structure, and Operation of the Commission: A Preliminary Response to Senate Bill 2374 (October 1991)

**91-18** 1991-92 Plan of Work for the California Postsecondary Education Commission: Major Studies and Other Commission Activities (October 1991)

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**91-21** Legislative and State Budget Priorities of the Commission, 1992: A Report of the California Postsecondary Education Commission (December 1991)

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**92-11** Meeting the Educational Needs of the New Californians: A Report to Governor Wilson and the California Legislature in Response to Assembly Concurrent Resolution 128 (1990) (March 1992)

**92-12** Analysis of the 1992-93 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (March 1992)